CLIENT/OFFENDER PROFILE STUDY

A study of changes in the seriousness and manageability of clients and offenders dealt with by Corrections Branch between 1975 and 1991.

prepared for

Corrections Branch
Ministry of Attorney General

Management Information and Evaluation Unit
Management Services Branch
Ministry of Attorney General

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EXECUTIVE SUMMARY

The aggregate profiles of clients and offenders dealt with by Corrections Branch have changed since 1975. These changes have been in the seriousness of offenders and in the difficulty to manage of both offenders and Family Service clients. Four time periods were used to establish the trends: 1975/76, 1980/81, 1985/86 and 1990/91.

By analyzing the measures of seriousness and difficulty to manage separately, related, but distinct, pictures emerge of the five study areas: Adult and Youth Institutional Services, Adult and Youth Community Services, and Family Services.

Seriousness of Offenders

- With minor exceptions, the following trends were noted for offenders dealt with by Institutional and Community Services:
  - age increased
  - recidivism increased
  - the number of serious offences committed increased (the definition of "a serious offence" is provided in an endnote to the Introduction).
- The combination of the increases in these measures: age, recidivism, and number of serious offences, points to an increase in the seriousness of offenders

Difficulty-to-Manage of Offenders and Family Service Clients

- The difficulty to manage indicator sets were designed to measure both changes in client/offender behaviour, and changes in levels of required staff intervention.
- The trends of the indicator sets used to measure these changes are not as uniform as for seriousness, so increases are presented for each component grouping:

Increases

Adult Institutions

- incidents while in custody
- mental health treatment while in custody
- psychological assessment/counselling
- substance abuse counselling

Adult Community

- prior mental health history
- counselling or treatment as part of probation order
- psychological assessment/counselling
- substance abuse counselling

Youth Institutions

- history of substance abuse
- prior mental health history
- prior abuse of offender by others
- mental health treatment while in custody
- substance abuse counselling

EXECUTIVE SUMMARY

Youth Community

- counselling or treatment as part of probation order
- substance abuse counselling

Family Services

- respondents earning less money
- custody actions
- access actions
- mediation requests

The majority of the other indicators showed either no change or decreases. In some cases the lack of sufficient data required a qualified conclusion to be drawn or prevented any conclusion from being drawn at all.

In addition to describing the above trends, an attempt was made to understand both the factors that contributed to these changes, as well as general societal trends that have had an influence on the justice system. The relationships between these factors and difficulty to manage/seriousness are important to discuss, in that they contribute to an understanding of the milieu in which B.C.'s justice system operates.

Those factors felt to have the greatest impact on difficulty to manage and seriousness were the following:

- changing family patterns and social structures
- an increase in international immigration
- the de-institutionalization of mental health patients
- an increased awareness of individual rights, contributed to by the Charter of Rights and Freedoms
- the increased conviction and treatment of violent and sexual offenders
- the treatment of victims of abuse sentenced for other crimes
- an increase in serious crimes and crimes against persons

While the indicators for the seriousness of offenders were taken from composite data collected through the Research Information System (RIS), and accurately represent the offender population as a whole, the findings relating to difficulty to manage were taken from a sample of 1006 files randomly selected from each of the study areas.

It is likely, given the reports from field staff, that there have been increases in the difficulty to manage indicator sets in more areas than have been represented here. Since not all difficult behaviour is translatable onto an offender's file, and that which could be translated is not necessarily found on files, the actual changes in client/offender behaviour are possibly greater than have been appraised in this study.

The overall conclusions of the Client/Offender Profile Study, then, are that there have been measurable increases in both the seriousness of offenders, and in the difficulty to manage of offenders and Family Service clients over the last fifteen years.

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Management Information and Evaluation Unit would sincerely like to thank the contributors to this study.

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The C/OPS Steering Committee was comprised of:

- Wendy Galloway (Chair), Director, Program Analysis Section, Corrections Branch
- Scott Andison, Director, Management Information and Evaluation Section, Management Services Branch
- Ken Nygaard, Facilities Analyst, Corrections Branch
- Jennifer Hall, Research Officer, Management Information and Evaluation Unit, Management Services Branch
- Luke Krayenhoff, Research Officer, Management Information and Evaluation Unit, Management Services Branch

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- C/S Resors Ltd. (Mary Lee Stephenson, principal, Philip Amos, David Grodin) undertook the file extraction and data analysis.
- Westbrook Management Centre, Ltd. (Francis Prevost, chairman) contributed to the analysis of the "difficulty-to-manage" indicators and the report write-up.

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INTRODUCTION

In modern times, our society has had to accept cultural transformation as a matter of course, rather than as an anomalous event. Almost all facets of society are experiencing change at an increasingly rapid pace. Organizations that monitor and evaluate changes to their working environment can adjust their corporate strategies if required.

Over the past few years, Corrections staff have sensed that their caseloads have changed and become generally more difficult. This study, the Client/Offender Profile Study (C/OPS), was commissioned to determine if there is evidence to support this view. Specifically, the researchers looked for a province-wide trend indicating that the client/offender caseload has become more difficult in the last 15 years. For purposes of this study, "a more difficult caseload" has been defined in terms of (a) the seriousness of offenders and (b) the difficulty in managing the offenders.

Research spanning the last 15 years was conducted in five areas that Corrections staff deal with: Adult Custody, Adult Probation, Youth Custody, Youth Probation, and Family Services. The files of individual clients/offenders were studied, as well as aggregate profiles of offenders. Trends in society and the justice system that affect seriousness and manageability were analysed to provide some explanation of why these changes have taken place.

As noted above, Family Service clients are being studied along with the offender population. It has been traditionally understood that while organizationally tied to Corrections Branch, Family Services operates in a different environment. Clients are not offenders, and a different set of statutes govern Family Service activity. Many of the societal trends that affect the corrections institutional and community populations, however, affect Family Services. Thus, Family Services is studied here as well.

In order to better understand the effect of these societal trends on the seriousness and difficulty-to-manage of the client/offender population, a number of relevant trends were selected and analysed in this regard. As in any social research, myriad factors must be considered to determine true causes and effects. Some societal trends have more weight than others in their effect on the manageability and seriousness of offenders. The more significant indicators, once identified, needed to be highlighted to help explain why these changes in manageability and seriousness have taken place.

It is also important to describe general societal changes that have taken place over the last fifteen years, in order to gain an understanding of the milieu of the justice system during the study period.

Accordingly, C/OPS has been broken down as follows:

First, some of the societal trends that were felt to have had an impact on manageability and seriousness are highlighted. These factors include: international immigration, changing family patterns, individual empowerment, deinstitutionalization of mental health patients, family violence and sexual abuse, and the increase in crimes against persons. Also included are staff perceptions of the changes in offenders, and a summary of the developments in the Family Services area.

Second, a numerical analysis of the seriousness of offenders and the manageability of client/offenders is presented. The measures used for this analysis of the manageability of offenders are: offender history, offence characteristics, and what was required during sentence administration in terms of discipline, counselling or treatment. Seriousness is measured by: the average age of offenders, the number of recidivists, and the percent who have committed serious crimes.[1]

Third, in Appendix A, is a synopsis of other societal trends that form a backdrop for the C/OPS analysis. Included in this is information regarding changes in: age, population, native offenders, unemployment, social assistance, substance abuse, legislative changes, the integration of the community/institutional management structure, new facilities construction, the unionization of Corrections staff, the Electronic Monitoring Program, the volume of cases in the various components of the justice system, and a history of policy development and workload of Corrections staff.

METHODOLOGY

Organization Involved in Study

The project is the result of joint consultation by the Corrections Branch and Management Information and Evaluation. A considerable part of the effort was expended by a private contractor. The three bodies were organized and assigned responsibilities as follows:

(a) Project Steering Committee

- integrate Corrections Branch perspectives through its Program Analysis Section (PAS), Resource Analysis Section (RAS), and Program Advisory Groups (PAG);
- to oversee the direction of the research;
- ensure that the Branch's questions are being answered;
- provide field input and coordination support where necessary;
- approve timelines, methodologies and research issues where necessary.

(b) Management Information and Evaluation

- oversee implementation of research;
- provide research support (PCF and case file analysis, data collection and methodological choices) and work with contractor;
- provide background and environmental scan; measurement instruments for staff survey and file research; PCF analysis; analysis of field research; written reports.

(c) Contractor

- assist with Provincial Casefile analysis;
- carry out and provide results of file analysis as overseen by Management Information and Evaluation.

Field Perception Interviews

An overview of Corrections staff opinion was initially undertaken to determine the scope and nature of the belief that case management has become increasingly difficult. Staff views were important to legitimize research needs and substantiate background information. The information provided helped to identify relevant factors of changing offender profiles. Field input was gathered through interviews with the PAG's as well as various individuals within the Branch.

METHODOLOGY

Provincial Case File (PCF) Analysis

An analysis of the PCF profiles was done which provided specific information on individual offenders including age, recidivism, and the number of offenders classified as serious (serious offences include violent offences). These are three areas that are useful when making determinations on an offender's seriousness. They are also useful in providing a profile and general description of the offender population over time.

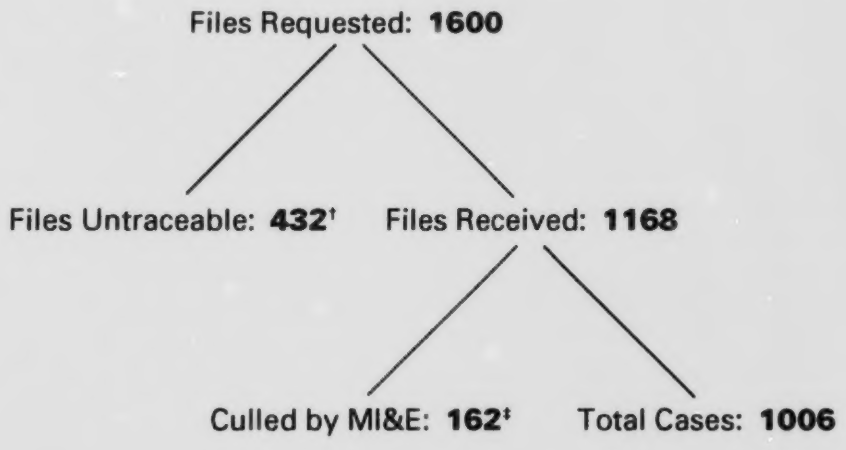
Four fiscal years were chosen as collection points for a 15 year time frame: 1975/76, 1980/81, 1985/86 and 1990/91. Profile runs were specified which were then analysed in order to assess change over time.

File Analysis

A file analysis was conducted to determine if clients were becoming more difficult to manage. Demographic and behavioural information such as disciplinary history, family background, substance abuse, and medical and psychiatric referrals, was collected. Five survey instruments were constructed by the contractors for this purpose.

A random sample was generated through the PCF system by requesting all Correctional Service numbers exiting during the specified fiscal year for each program. After the list for each program was generated, a pre-determined number of cases was selected from each group. 1600 files were then requested from the field offices and institutions. In addition, probation files were requested for all files designated under the institutional sample in an attempt to get the most complete background information. The progression from the 1600 requested files to the 1006 resulting valid cases is charted in Figure 1.

Figure 1



† Untraceable due to being destroyed, archived, lost or untraceable prior to deadline.

‡ Culled because of duplicate probation/custody files.

ENVIRONMENT SCAN

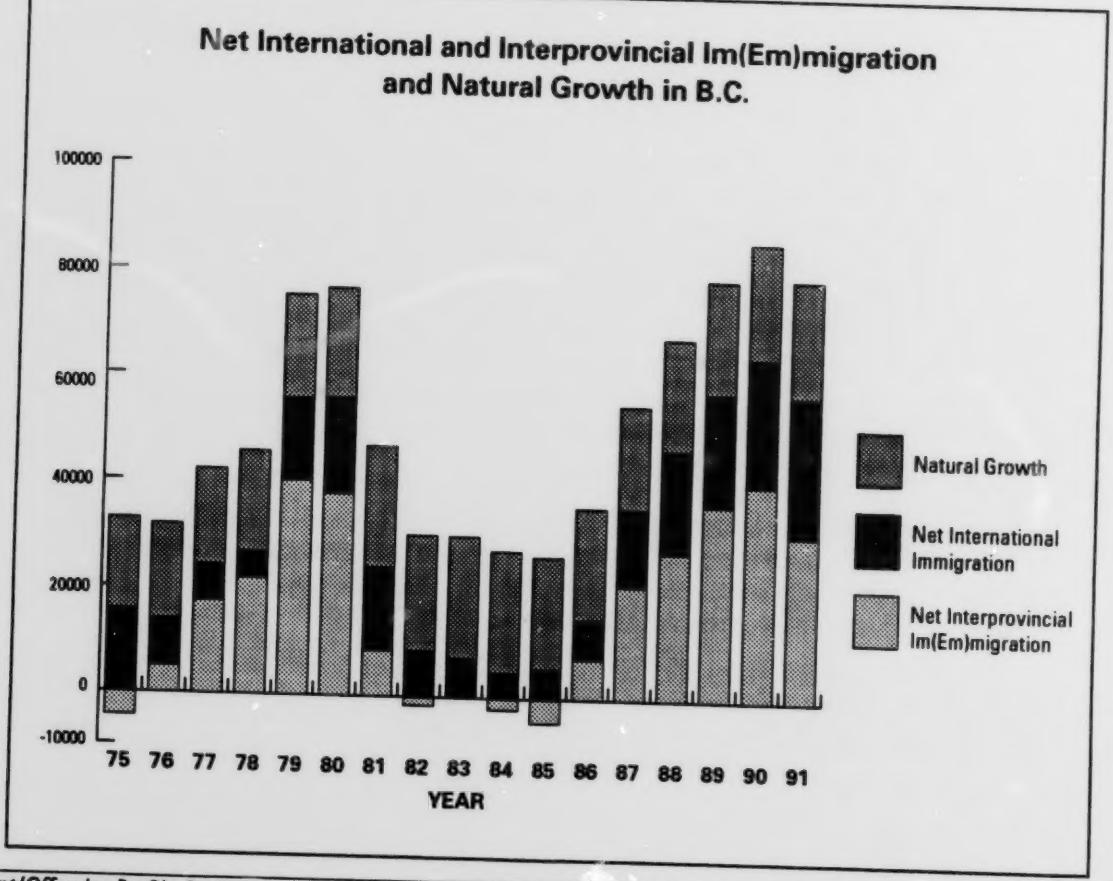
International Immigration

One indicator of a difficult caseload is the number of client/offenders who have English as a second language and who have a non-Canadian cultural background. In a Correctional or Family Court setting, program delivery becomes difficult when interpreters are involved, or adaptations must be made to the client's/offender's culture.

There have been significant shifts in immigration patterns over the past twenty years, especially in the Lower Mainland where about 80% of the province's net international migration settles. One of the most prominent changes is the origin of immigrants. In 1968, approximately 65% of all Canadian immigration originated in Europe, followed by 12% from Asia, and 11% from the United States. In 1989, only 16% of B.C. immigrants originated from Europe, 5% were from the United States, and 66% were from Asia (see Figure 2).

As shown in Figure 2, the number of immigrants coming to B.C. is increasing and since January, 1991, B.C. has experienced a 25% increase over 1989.

Figure 2



ENVIRONMENT SCAN

Changing Family Patterns

Family breakdown has contributed to an increase in behavioural problems among youth, which results in increased crime rates in more extreme circumstances. This corresponds to the perceptions of Corrections staff that offenders demonstrate more anti-authoritative behaviour now as opposed to 15 years ago.

Recent statistics show trends of delayed marriage; increased common-law unions and divorce rates; an increase in the number of single parents; and, a growing number of remarriages. In 1988, for example, remarriage represented 40% of all marriages that year; the highest rate in Canada. Several factors have contributed to an increasing divorce rate, including changes to legislation. With over 33% of marriages ending in divorce, B.C. has the highest divorce rate in Canada. The overall pattern is one of growing family instability.

Single-parenthood is one of the greatest growing areas of concern. Eighty-two percent of single parents in 1986 were women. This group of young single parents is growing. Two-career families are also on the increase, restricting the ability of parents to supervise their children.

These societal and family changes have contributed to increased crime rates in three ways:

(a) each family's control over its own child is decreased;

(b) control over neighbourhood children is decreased when a parent is not at home during the day;

(c) empty homes are crime targets.

Statistics on family changes, such as the percentage of the population divorced, the percentage of households headed by women, and the percentage of unattached individuals in the community are among the most accurate predictors of crime rates. Studies directly comparing children living with both biological parents with children living in "broken" or reconstituted homes, show that the children from intact homes have lower rates of crime.

Individual vs. Community Empowerment: The Charter of Rights and Freedoms

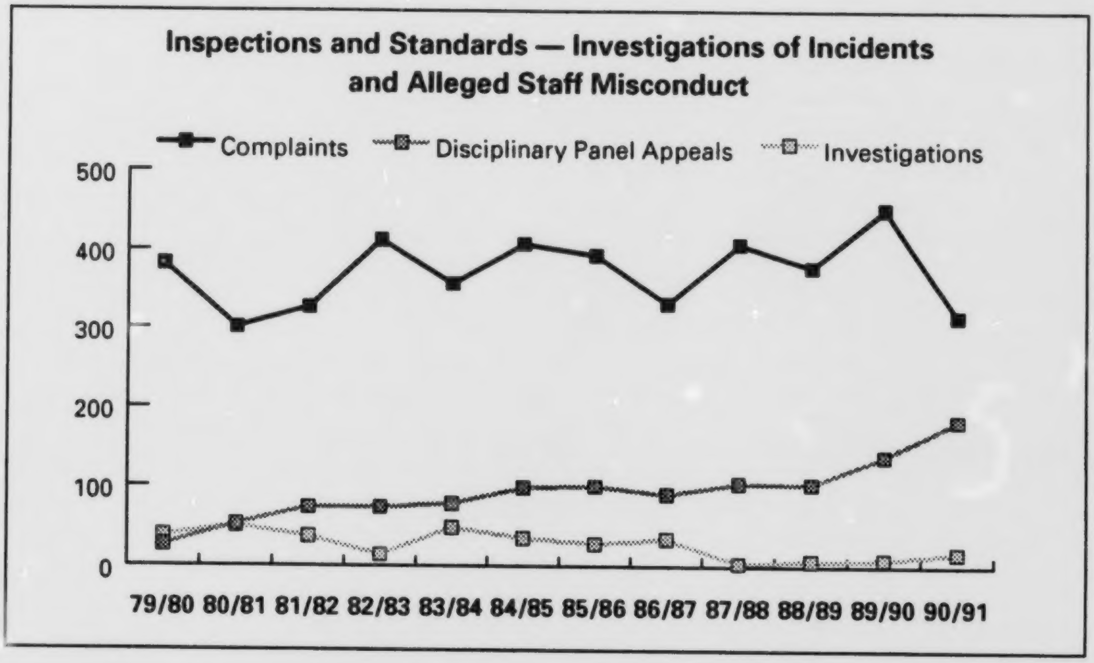
In a democracy, the balance of power between the state and its citizens is in constant tension. When most of the power is held by the state, its institutions can operate in a manner that primarily serves the goals of their organization. Civil liberties legislation is designed to shift power to individuals and to:

> "provide protection for the individual in the face of private discrimination, large, impersonal modern bureaucracy and, generally, against legislation violating fundamental human liberties." (Gall, 1983:91)

The Charter of Rights and Freedoms, 1982 is a document that has shifted power from the state to individuals in a dramatic fashion. For example, all citizens, including inmates, now have the entrenched right to "life, liberty and security of the person and the right not to be deprived thereof except in accordance with the principles of fundamental justice." (s.7)

In terms of official policy on inmate rights, Corrections Branch has met or exceeded the requirements of the Charter, and the number of court challenges to Corrections practices has not been overwhelming. Nevertheless, offenders are now more aware of their civil rights and are increasingly willing to challenge the actions of Corrections staff when they feel their rights have been violated. Regardless of the validity of their individual claims, the process of adjudication through internal tribunals and the courts has increased the stress on Corrections staff and formed a greater part of their workload.

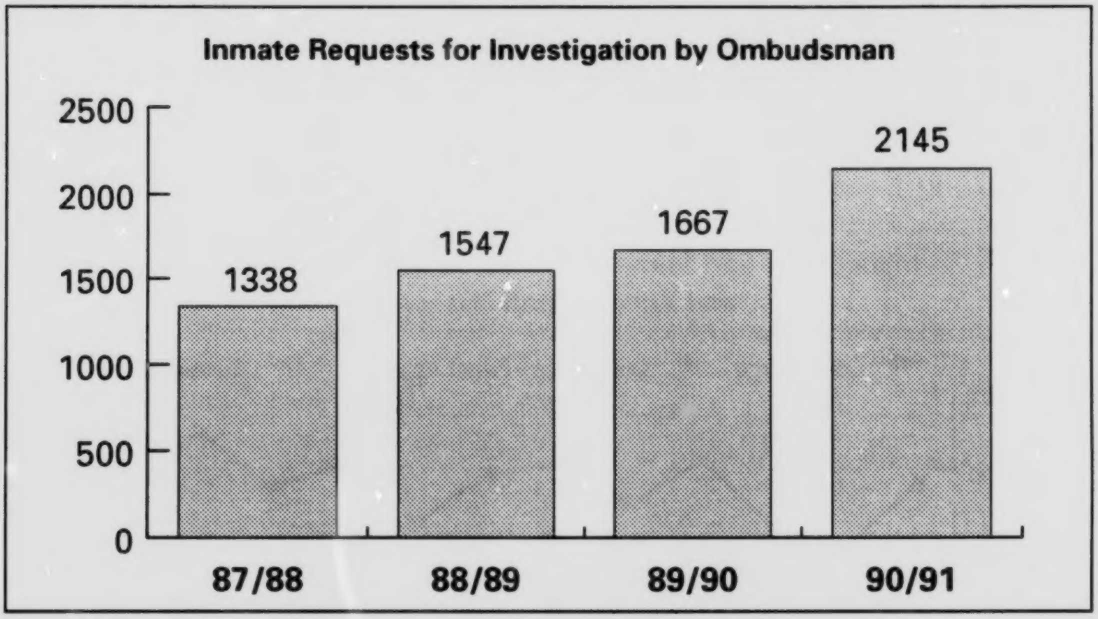
Figure 3



This was made evident by Corrections staff during interviews for this study. Both through formal and informal means, as a result of increased education on their rights, offenders are showing that they are less willing to accept direction from Correction staff unquestioningly. Corrections field staff state that inmates have more power and control than was traditionally the case and that staff have been forced to change their methods of dealing with inmates on a day-to-day basis.

Historical figures show that while the number of complaints to Inspections and Standards Division of the Branch has not increased significantly over the ten year period between 1980/81 and 1990/91, the number of appeals from decisions of institutional disciplinary panels has climbed by 252% between 1980/81 and 1990/91 (see Figure 3). More significantly, the number of requests for investigation by the Ombudsman has risen from 1338 in 1987/88 to 2145 in 1990/91 (see Figure 4).

Figure 4



Deinstitutionalization: Criminal Justice and Mental Health

As a result of the trend to deinstitutionalize mentally disordered persons in order to better reintegrate them into the community, correctional staff have found that their workloads are incorporating a greater number of mentally disordered, or multi-problem, offenders.

There are a substantial number of multi-problem individuals in B.C. who cross the borders of ministerial jurisdictions. When mental health beds are not available, these persons quite often find themselves involved with the criminal justice system. Their charges commonly include break and enter, and assault. A significant number also have drug and/or alcohol abuse problems. This places the onus on Corrections Branch to provide the services for the multi-problem offender within the correctional setting, either with existing or designated resources.

The existence of an increasing or decreasing trend in the incorporation of multi-problem offenders into the Correctional workload will depend on how effectively they are dealt with at the inter-ministry level. In the short- to medium-term however, they will continue to be a part of the correctional setting[2].

Family Violence and Sexual Abuse

Only recently has the spectre of family violence and sexual abuse been discussed and dealt with openly. Even as recently as ten to twelve years ago, allegations of physical and sexual abuse were rarely heard, and even more infrequently brought to court. This has since changed as former victims have been encouraged, by the government and other agencies, to come forth with their accusations. A cultural shift has also taken place in both the legal system and social services that has generated support for victims of these crimes, leading to an increased number of convictions of abusers (Task Force on Family Violence, 1992).

This increased conviction rate has meant an influx of sexual and physical abuse offenders into the probation and correctional institutional systems. In the institutional setting, sexual offenders need protection from the general prisoner population who dislike them for giving inmates a "bad name." The special needs of physical and sexual abusers must also be provided for. Treatment needs to be specifically tailored to this type of inmate.

Whether or not the actual incidence of physical and/or sexual abuse is increasing or decreasing, the enhanced recognition of the problem and its impact on behaviour in young adult and adult life is forcing Corrections staff to adapt their client/offender management style.

Family Court Counsellors

There have been significant changes in provincial and federal family law, and in provincial social policy, which have had an impact on the delivery of family court counsellor services over the past fifteen years.

The legislative amendments and the body of case law which has developed, have increased the complexity of family dispute settlements. Mediation has received increased recognition and credibility with the public, the judiciary and the family bar as a viable alternative to traditional, adversarial dispute resolution and therefore the demand for mediation services has grown.

Social policy direction in the late 1980s resulted in the establishment of government programs to enforce family maintenance orders and to subrogate to the Crown the maintenance rights of income assistance recipients. In response to changes in society's definition of family and family roles, the repeal of the *Child Paternity Support Act* resulted in a shift of program responsibilities for unmarried parents from the Ministry of Social Services to the Ministry of Attorney General Family Court Counsellors.

These social policy and legislative changes have resulted in the delivery of family justice system services becoming increasingly fragmented. In the 1970s family court counsellors provided a comprehensive range of family justice system services to family clients seeking that assistance. Family court counsellors are now more often service brokers and advocates for clients seeking assistance from the justice system than direct service providers.

ENVIRONMENT SCAN

The periodic spectre of dissolution, privatization and organizational transfer of family court counsellor services over the past fifteen years has contributed to varying levels of commitment to the delivery of these services by managers and staff in Corrections Branch.

Changing Staff Perceptions and Characteristics (Program Advisory Groups)

Prior to the research, a survey of staff perceptions was conducted through Program Advisory Groups in order to reveal the basis for the concerns that clients are becoming increasingly more serious and difficult to manage. Not surprisingly, the perceptions of staff members corresponded to the general societal trends identified above.

The staff of adult institutions feel that they have lost some of their authority. With increasing development and awareness of prisoners' rights, staff believe that there has been an increase in "legalism" and "red tape." As a result, staff state that the Correctional Centre Rules and Regulations are harder to apply. They also indicated that they are dealing with more mentally and personality disordered offenders, an increasing number of sex offenders, and those with inadequate or insufficient coping/social skills.

With regard to institutionalized youths, Corrections staff believe that there is an increasing number of young offenders with unstable characteristics, such as mental disorders, substance abuse, personality and social disorders. Again, there is a sense of the loss of staff authority. Youths have entrenched rights under the *Charter of Rights and Freedoms* as well as under the *Young Offenders Act.*

On the adult community side, some of the same concerns are evident. Caseloads seem to involve more mentally disordered and sex offenders as well as those who are socially disordered. Case management is complicated by the growing number of community alternative programs such as diversion, Community Service Orders, and judicially mandated treatment. Breaches also contribute to the difficult-to-manage case. Of some note is the increase in immigrant cases which impose cultural and communication difficulties for which probation officers are often unprepared. The increase in gang activity in some locations is an indication of a more serious type of offender for which probation may be inappropriate. Contract management was seen as a complicating factor in general case management.

Youth community concerns are similar to adult community. Caseloads appear to involve more mentally and socially disordered offenders as well as juvenile gang members. The increasing number of immigrants presents both cultural and communications concerns which complicate case management. Probation officers feel that they are involved later in the case history than has traditionally been the practice. In addition, illiteracy presents an increasing problem for case management. Corrections staff state that they often "feel like baby-sitters."

Finally, several factors have been seen by field staff as contributing to difficulty-to-manage of Family Service cases. Staff state that there has been a rise in the number of sexual abuse allegations with custody and access reports. Additionally, there has been an increase in ethnic populations which, like the institutional and probation programs, complicate the cultural and communications aspect of case management. The increase in lawyer involvement has been a complicating factor in many areas. Staff also note the rise in the number of complaints by offenders to Inspections and Standards and the Ombudsman. Generally, Corrections Staff feel that offenders are becoming more unpredictable.

Crimes Against Persons

Persons offences are comprised of six categories: homicide; attempted murder; sex offences; non-sexual assaults; robbery; and abduction. Sexual offences, non-sexual assaults and robbery constitute 99.2% of the known persons offences. Homicides, attempted murders and abductions make up less than 1% of the total criminal code offences against the person and will not be discussed due to their limited contribution to the analysis.

The most notable crime change has been in the number and rate of reported sexual offences. In 1977, 1646 sexual offences were recorded. Compared to 5394 in 1990, this represents a 228% increase. The rate of reported sexual offences has also increased from a low of .659/1000 persons in 1977, to 1.722 in 1990. This is a 161% increase.

Non-sexual assaults have also increased to a greater extent than other crimes against the person. Between 1977 and 1990, there was a 105% increase in the number of reported offences: 17,231 in 1977 compared to 35,276 in 1990. The rate of reported non-sexual assaults has risen by 64% during the same period: 6.9 in 1977 to 11.3 in 1990.

Robberies have also been increasing steadily over the same fourteen year period. Since 1977, there has been an 86% jump in the number of reported offences; from 2112 to 3926. The robbery rate in 1977 was .845/1000 persons while it rose by 48% to 1.254/1000 in 1990. It is interesting to note that the peak in both the number and rate of robberies was in 1982: during a time of recession in the province. The same trend appears to be happening during 1990 and 1991.

Environmental Scan Summary

Society and the justice system have undergone extensive changes over the last fifteen years. These changes have profoundly and unalterably affected our culture and the way the justice system deals with societal aberrations.

Demographics have changed — the population is aging and becoming increasingly multi-racial. Changing familial and socio-economic patterns have led to increased crime rates and brought a different type of offender into the correctional system. Interaction with client/offenders must be done on a more cross-cultural basis.

Societal attitudes have changed towards issues of family violence and sexual abuse. The justice system has responded by charging and incarcerating more abusers. Facilities and treatment programs have had to adapt to deal with abusers and victims of abuse in jail for other crimes.

In terms of crime rates, there has been an increase of 69% in the number of crimes against persons. This increase in the number of violent and serious offenders is also seen as a contributing factor to an increase in seriousness and difficulty-to-manage.

SERIOUSNESS

Institutional/Community Services

Introduction

The following section is designed to examine the trends in the seriousness of offenders in the four groupings of Adult Institutions, Adult Community, Youth Institutions, and Youth Community for the study period of 1975 to 1990. Seriousness was measured by looking at the average age of offenders, recidivism rates, the number of violent offenders admitted, and the number of offenders who committed serious crimes. For all measures except age, the indicators were analysed using the actual number of admissions, the percent of admissions, and the percent of average count. In most instances, the admission and average count figures agree in the direction but not the magnitude of the trend.

The information is presented first in summary form showing either an increase, decrease or no change over the study period. Following this are detailed figures that provide an indication in the variation and degree of change in the different groupings. For the Seriousness measures, as opposed to Difficulty-to-Manage, the Institutional measures are split into Sentence/Remand and the Community measures into Probation/Bail Supervision.

Methodology

While the Difficulty-to-Manage indicators were extracted from randomly selected client/offender files, the Seriousness scores were obtained from aggregate information contained in the Research Information System (RIS) Profile reports for the four time frames of 1975/76, 1980/81, 1985/86, and 1990/91. In determining percentages, RIS uses the percent of known admissions. The known admissions can vary slightly from one category to another, e.g. age and recidivism. This can create minor discrepancies when comparing across categories.

Summary of Findings

In almost all areas used to define Seriousness (age, recidivism and serious offences), the indicators show an increase. The exceptions are Youth Institutions, where age showed no change, and Youth Community (Bail Supervision) where serious offences showed a decrease. For the latter figures the actual number of offenders was small, creating greater fluctuation, and therefore less reliability in the trends.

As previously mentioned, the admissions and average counts will usually agree in the direction but not the magnitude of the trend. This is because the first shows the type of offenders coming into the system daily, while the latter gives a profile of the offenders Corrections staff deal with on an ongoing basis. In almost all cases, an increase in admissions was reflected by a greater increase in the average count. This is not surprising considering that more serious offenders, as defined in this study, have longer sentences, and therefore comprise a higher proportion of the offender population.

It is evident, therefore, that the offenders that Corrections staff are dealing with on a daily basis are more serious now than in 1975.

Adult Institution Summary

	Decrease	Increase	No Change
Sentenced			
1. Age		X	
2. Recidivism		X (since '80)	
3. Serious Offences		X	
Remand			
1. Recidivism		X (since '80)	
2. Serious Offences		X	

Adult Community Summary

	Decrease	Increase	No Change
Probation			
1. Age		X	
2. Recidivism		X	
3. Serious Offences		X	
Bail Supervision			
1. Recidivism		X	
2. Serious Offences		X	

SERIOUSNESS

Youth Institution Summary

	Decrease	Increase	No Change
Sentence			
1. Age			X
2. Recidivism		X (slight)	
3. Serious Offences		X	
Remand			
1. Recidivism		X	
2. Serious Offences		X (slight)	

Youth Community Summary

	Decrease	Increase	No Change
Probation			
1. Age		X (slight)	
2. Recidivism		X	
3. Serious Offences		X	
Bail Supervision			
1. Recidivism		X	
2. Serious Offences	X**		

** difficult to establish trend with small numbers

Average Age

	75/76	80/81	85/86	90/91
Based on Admissions				
ADULT:				
Institution	28.8	28.2	29.9	30.7
Community	27.2	26.2	28.0	29.3
YOUTH:				
Institution	N/A	N/A	16.8	15.7
Community	14.8	15.0	15.5	15.6
Based on Average Count				
ADULT:				
Institution	27.8	27.5	29.3	30.5
Community	28.6	27.5	28.3	30.6
YOUTH:				
Institution	N/A	N/A	16.0	16.2
Community	16.1	16.2	16.0	16.4

The average age of offenders in all groupings, except Youth Institution (admissions), has increased gradually over the study period. In Adult Institutions the average age increase is about three years. In Adult Community the average age increase is about two years. In the Youth areas, the data for institutional admissions shows a decline by one year, while the institutional average count shows a slight increase. Both the admissions and average count information for Youth Community show a slight increase.

SERIOUSNESS

Recidivism (No Previous Formal Contact)

	75/76*		80/81		85/86		90/91	
Based on Admissions	(#)	(%)	(#)	(%)	(#)	(%)	(#)	(%)
ADULT: Institution								
Sentence	342	11.9	1450	21.2	2138	20.3	1444	15.8
Remand	203	14.8	1268	28.6	828	18.8	930	17.4
ADULT: Community								
Probation	6561	69.0	6754	61.5	3688	44.0	3892	38.0
Bail Sup.	340	47.0	951	6.2	905	24.8	1264	23.0
YOUTH: Institution								
Sentence	N/A	N/A	N/A	N/A	60	7.1	53	4.9
Remand	N/A	N/A	N/A	N/A	184	17.3	181	12.1
YOUTH: Community								
Probation	1807	85.8	2498	84.4	2336	67.6	2002	51.2
Bail Sup	2	66.7	5	62.5	175	37.1	270	18.5

	75/76*	80/81	85/86	90/91
Based on Average Count	(%)	(%)	(%)	(%)
ADULT: Institution				
Sentence	7.9	9.9	10.5	9.1
Remand	22.3	30.6	16.3	18.8
ADULT: Community				
Probation	63.2	54.0	39.7	34.2
Bail Sup.	48.7	30.2	18.9	19.9
YOUTH: Institution				
Sentence	N/A	N/A	4.4	3.6
Remand	N/A	N/A	14.0	7.4
YOUTH: Community				
Probation	84.1	77.7	58.6	47.7
Bail Sup.	100.0	79.5	30.7	15.9

* Prior to 1972, this information was not held on computer, therefore, some of the recidivism figures may be under-represented in this year.

This measure is an indication of the number of offenders who have had **no** previous contact with Corrections Branch, either Community or Institution. Therefore, a *decreasing* number or percentage is an indication of *more recidivism* among offenders.

Notwithstanding the 1975/76 Adult Institution figures, the number of recidivists in the Correctional setting has increased over the last 15 years. The most pronounced trends are in the Adult and Youth Community figures which show the number of offenders having no previous contact with Corrections to have dropped significantly from 1975/76 to 1990/91.

Serious Offences

	75/76		80/81		85/86		90/91	
Based on Total Admissions	(#)	(%)	(#)	(%)	(#)	(%)	(#)	(%)
ADULT: Institution								
Sentence	346	13.1	778	12.2	1182	11.3	1382	15.3
Remand	406	31.6	1029	25.2	1121	25.7	1468	28.0
ADULT: Community								
Probation	378	4.3	608	5.9	795	9.6	1311	12.8
Bail Sup.	101	15.0	437	18.6	710	19.5	1280	22.3
YOUTH: Institution								
Sentence	N/A	N/A	N/A	N/A	92	11.2	143	13.3
Remand	N/A	N/A	N/A	N/A	128	12.5	205	14.0
YOUTH: Community								
Probation	76	3.7	167	5.9	174	5.1	303	7.7
Bail Sup.	0	0.0	3	37.5	70	15.0	125	8.6

	75/76	80/81	85/86	90/91
Based on Average Count	(%)	(%)	(%)	(%)
ADULT: Institution				
Sentence	21.9	22.2	20.5	30.1
Remand	46.1	46.9	44.4	49.0
ADULT: Community				
Probation	6.9	9.2	12.2	17.9
Bail Sup.	17.2	24.2	30.8	34.9
YOUTH: Institution				
Sentence	N/A	N/A	13.4	28.9
Remand	N/A	N/A	21.6	23.3
YOUTH: Community				
Probation	3.8	6.0	6.3	12.5
Bail Sup.	0.0	13.2	23.1	8.6

Again, most groupings show at least a slight increase in the number and percentage of offenders who have committed serious offences. The exception is in Youth Bail Supervision, which showed a decline. The small number of young offenders on Bail Supervision should be noted when interpreting these figures. The largest increase in offenders with serious crimes is in the average count of Adult Bail Supervision and Youth Sentence populations.

DIFFICULTY-TO-MANAGE

Institutional/Community Services

Survey Methodology

1. Sampling

The Difficulty-to-Manage survey included obtaining Corrections client files covering the fiscal years 1975/76, 1980/81, 1985/86, and 1990/91. Client information was gathered regarding personal characteristics, criminal and mental health records, prior abuse of the client by others, involvement regarding the use of alcohol and/or drugs, infractions while in custody or on probation, and programme referrals while incarcerated or under probation supervision.

The client files were selected by generating a random sample through the Provincial Case File whereby Correctional Service numbers for files were specified. These files were obtained from the institutions and probation offices. Where possible, probation files directly relating to custody files were also obtained to extract further information about clients who had been held in custody.

The tables below contain data regarding the number of case files included in the sample as well as the average size of caseloads. Comparing the two sets of numbers provides a picture of the relative size of the sample to the total Corrections client body. Even though the sample size is small, less than 1% of total persons admitted, the sample is valid in statistical terms due to the sampling techniques employed. When reviewing the data the following points should be considered:

- The sampling of files was not based on geographic locations or specific corrections centres; the file samples do not take into account the different type of correctional centres — camps, community corrections centres and secure institutions.
- It has been assumed that the geographic distribution of the sample files reflects the overall population distribution in the province — urban, small centre and rural populations.
- There may be some distortion in the sample files induced by files lost from Oakalla when this institution was closed.
- The sample of probation files from small probation offices may not be representative of the "average" type of probation cases.

2. File Extraction Process

A questionnaire was designed for use to extract the indicators from documents contained in the files. A number of difficulties were encountered while extracting the data from the files. They include:

- the physical structure of the files; organization of documents in the files.
- variations in documents dealing with similar transactions; referrals to medical practitioners, prisoner complaints.
- documents in files containing duplicate information, e.g. various documents dealing with an incident or transaction.
- incomplete information contained in some documents.

It was impossible to determine where no documents existed whether or not a particular type of incident or transaction had not occurred or transpired. The possibility of parallel files existing was not examined.

Survey Sample Size — Number of Individual Case Files

	75/76	80/81	85/86	90/91	Total
Adult Custody	39	50	78	95	262
Adult Probation	42	48	98	110	298
Youth Custody	(pre-YOA)	(pre-YOA)	56	56	112
Youth Probation	25	34	53	61	173

Note: As it is impossible to determine how many files were missing information instead of confirming that a particular indicator was not applicable, the percentages put forward in this section should be considered as minimum figures.

3. Definition of Manageability

A general definition of manageability was drafted for the study. The definition covers:

- background of the client;
- behaviour while in custody and any disciplinary action which was taken and behaviour while under probation supervision; and
- treatment or special program referrals while in custody or on probation.

The questionnaires designed to extract the difficulty-to-manage indicators from the case files contained 32 questions for adult custody cases, 39 for adult probation, 26 for youth custody and 35 for youth probation cases. These questions can be organized into fourteen sets of indicators.

Sets of Indicators:

Client History

1. History of Substance Abuse
2. Prior Medical-Mental Health Treatment
3. Prior Abuse of Offender by Others
4. Education — Grade 11 or More
5. No Identifiable Source of Income

Offence

1. Drug and/or Alcohol Related Offences

Sentence Administration

1. Counselling or Treatment — as Part of Probation Order
2. Incidents While Incarcerated
3. Mental Health Treatment — While in Custody
4. Psychological Assessment/Counselling
5. Substance Abuse Counselling
6. Family Violence Counselling
7. Sex Offender Treatment
8. Educational Assessment

Summary of Findings

The charts in this section summarize the data results in the sixteen indicator sets for adult custody, adult probation, youth custody and youth probation client files. The general trends for the four case types by and large differ from each other; in other words the data suggests that the client profiles of the four groups are changing along some lines that are unique for each group. The major findings are listed below.

Adult Clients

1. For both adult institution and community cases, greater numbers of clients are employed and have identifiable sources of income outside of social welfare and unemployment insurance[3].
2. More adults placed on probation have completed educational levels of grade 11 or more.
3. Adult probationers and adults in custody are receiving more services related to mental health treatment and psychological counselling. The number of adults receiving substance abuse counselling has increased.
4. During the last five years a greater proportion of adults in custody centres have been found in violation of institutional regulations particularly those involving contraband.

Youth Clients

1. Youth in custody have become more frequently involved in substance abuse while youth on probation have become less frequently involved.
2. The data indicates that more youth sentenced to custody have been subjected to abuse by others and more have had mental health treatment prior to being placed in custody.
3. Larger proportions of youth are receiving mental health treatment and/or substance abuse counselling while serving their sentences.

Notwithstanding the limitations of the data it would seem that offenders have become more difficult to manage over the last 15 years. For some groupings, the changes are more noticeable in the area of substance abuse and a history of prior abuse by others. Other groups of offenders are more difficult to manage because of the rehabilitation/treatment services they require. It should be stressed that the findings expressed here as indicators of difficulty-to-manage are minimums. Since only files with a positive indication were counted, silent files had to be interpreted as having no indication. The analysts feel that the inability to draw stronger conclusions resulted from files that did not speak, either positively or negatively, to the studied indicators.

DIFFICULTY-TO-MANAGE

Adult Institution Summary

	Decrease	Increase	No Change
Client History			
1. History of Substance Abuse			X
2. Prior Mental Health History	X (slight)		
3. Prior Abuse of Offender by Others			X
4. Education — Grade 11 or More			X
5. No Identifiable Source of Income	X		
Offence			
1. Drug and/or Alcohol Related Offences			X
Sentence Administration			
1. Counselling or Treatment — as Part of Probation Order		Not applicable	
2. Incidents While Incarcerated		X (in last 5 years)	
3. Mental Health Treatment — While in Custody		X (in last 5 years)	
4. Psychological Assessment/Counselling		X*	
5. Substance Abuse Counselling		X	

* Small number of indicators make conclusions tenuous.

DIFFICULTY-TO-MANAGE

Adult Community Summary

	Decrease	Increase	No Change
Client History			
1. History of Substance Abuse			X
2. Prior Mental Health History		X	
3. Prior Abuse of Offender by Others			X
4. Education — Grade 11 or More		X	
5. No Identifiable Source of Income	X (in last 5 years)		
Offence			
1. Drug and/or Alcohol Related Offences			X
Sentence Administration			
1. Counselling or Treatment — Part of Probation Order		X (large)	
2. Incidents While Incarcerated		Not Applicable	
3. Mental Health Treatment — While in Custody		Not Applicable	
4. Psychological Assessment/Counselling		X*	
5. Substance Abuse Counselling		X	

* Small number of indicators make conclusions tenuous.

DIFFICULTY-TO-MANAGE

Youth Institution Summary

	Decrease	Increase	No Change
Client History			
1. History of Substance Abuse		X	
2. Prior Mental Health History		X	
3. Prior Abuse of Offender by Others		X	
4. Education — Grade 11 or More		Not Applicable	
5. No Identifiable Source of Income		Not Applicable	
Offence			
1. Drug and/or Alcohol Related Offences			X
Sentence Administration			
1. Counselling or Treatment — as Part of Probation Order		Not Applicable	
2. Incidents While Incarcerated			X
3. Mental Health Treatment — While in Custody		X	
4. Psychological Assessment/Counselling			X
5. Substance Abuse Counselling		X	

* Small number of indicators make conclusions tenuous.

DIFFICULTY-TO-MANAGE

Youth Community Summary

	Decrease	Increase	No Change
Client History			
1. History of Substance Abuse	X		
2. Prior Mental Health History			X
3. Prior Abuse of Offender by Others			X*
4. Education — Grade 11 or More		Not Applicable	
5. No Identifiable Source of Income		Not Applicable	
Offence			
1. Drug and/or Alcohol Related Offences	X		
Sentence Administration			
1. Counselling or Treatment — as Part of Probation Order		X (since Y.O.A.)	
2. Incidents While Incarcerated		Not Applicable	
3. Mental Health Treatment — While in Custody		Not Applicable	
4. Psychological Assessment/Counselling			X
5. Substance Abuse Counselling		X* (since Y.O.A.)	

* Small number of indicators make conclusions tenuous.

DIFFICULTY-TO-MANAGE

Survey Data

In this section the data obtained from the Difficulty-to-Manage survey is summarized along the lines of the fourteen indicator sets into which the items in the questionnaire have been aggregated. The items themselves are listed for the four types of cases; adult institution, adult community, youth institution and youth community.

If a client file contained information regarding any of the items aggregated into a set, the file was counted once only as having a positive match with the indicator set. The same rule was applied to all indicator sets in order to:

- provide a more accurate data count in as much as duplicate data is eliminated;
- take into account reporting discrepancies in terms of the manner in which information was reported in a file; and to
- help compensate for partial files where some documents may have, over time, gone missing from the files.

The data table provided for each indicator set provides the percent of the total client files for a specific fiscal year in which information was found regarding the aggregated questionnaire items. The change in percent between fiscal years illustrate both the direction and magnitude of trends.

Prior History

1. History of Substance Abuse

Indicators:

Adult Institution	Adult Community	Youth Institution	Youth Community
1. Consulted Professional	(same)	N/A	N/A
2. Ongoing Abuse	"	(same)	(same)
3. Drugs and/or Alcohol	"	"	"
4. Intravenous Use	"	"	"

Data: % With History of Substance Abuse

	75/76	80/81	85/86	90/91
Adult Institution	67%	78%	62%	66%
Adult Community	43%	44%	50%	53%
Youth Institution	—	—	43%	57%
Youth Community	56%	33%	42%	28%

Notes: Two-thirds of the adults sentenced to Institution had a history of substance abuse while about half of the adults placed on probation abused drugs and/or alcohol prior to being sentenced.

About half of the youth sentenced to Institution have abused themselves with drugs and/or alcohol. The ratio of youth sentenced to Institution who have been involved in drug and alcohol abuse has increased significantly over the last five years. The number of youths placed on probation who have records of alcohol and drug abuse has dropped from one-half to one-third.

DIFFICULTY-TO-MANAGE

2. Prior Mental Health History

Indicators:

Adult Institution	Adult Community	Youth Institution	Youth Community
1. Consulted Professional	(same)	(same)	(same)
2. Received Medication for Mental Illness	"	"	"
3. Admitted to Facility	"	"	"
4. Suicide Attempt in Community	"	"	"
5. Suicide Attempt while previously incarcerated	"	"	"
6. Certified Insane	"	"	"
7. Other	"	"	"

Data: % With Prior Mental Health History

	75/76	80/81	85/86	90/91
Adult Institution	0%	16%	12%	11%
Adult Community	7%	4%	14%	16%
Youth Institution	—	—	21%	34%
Youth Community	8%	9%	11%	8%

Notes: The proportion of adults admitted to Institution or placed on probation with records involving previous mental health treatment was in the order of 10 to 15 percent of the indicators used in this set. The indicator of having previously consulted a professional accounts for the largest portion of the above percentages.

The larger percentages for youth Institution persons in all likelihood reflects the provisions of the Youth Offender Act regarding psychiatric assessments prior to Institution sentences being ordered.

The proportion of adults placed on probation who have had prior mental health treatment has also inreased.

3. Prior Abuse of Offender by Others

Indicators:

Adult Institution	Adult Community	Youth Institution	Youth Community
1. Physical	(same)	(same)	(same)
2. Emotional	"	"	"
3. Sexual	"	"	"
4. No Abuse	"	"	"
5. Other	"	"	"
6. Physical Abuser	"	"	"
(relationship of abuser to offender)			
7. Emotional Abuser	"	"	"
8. Sexual Abuser	"	"	"
9. Substance Abuse*	"	"	"
10. Criminal Involvement*	"	"	"

* By Parent/Care Giver

Data: % Indicating Prior Abuse By Others

	75/76	80/81	85/86	90/91
Adult Institution	13%	16%	19%	17%
Adult Community	17%	10%	13%	14%
Youth Institution	—	—	59%	79%
Youth Community	24%	35%	17%	26%

Notes: The set of data indicates a relatively constant proportion of adult offenders who have been subjected to abuse by the time they are sentenced. The dominating set of indicators within this set for adults are drug and alcohol abuse by parent or caregiver, previous criminal involvement by parent or caregiver and emotional abuse.

It should be noted that the actual numbers for adults are very small and caution should be used when interpreting this data.

The data shown for young offenders sentenced to Institution includes sexual, physical and emotional abuse by family members. The data regarding alcohol and drug abuse by the parent/caregiver is also high. The data regarding the increase in youth who have been abused prior to being sentenced is significant and deserves further examination.

The data is very difficult to interpret because, in all likelihood the terms used to identify abuse have not been well defined. Furthermore, the actual numbers are likely misleading since client records are very incomplete with respect to these indicators.

DIFFICULTY-TO-MANAGE

4. Education — Grade 11 or More

Indicators:

Adult Institution	Adult Community
Education Level	(same)

Data: % Having Completed Grade 11 or Higher

	75/76	80/81	85/86	90/91
Adult Institution	15%	22%	33%	26%
Adult Community	49%	52%	46%	64%

Notes: The data indicates that there has been little change in the proportion of adults sentenced to Institution with respect to having completed Grade 11 or better courses prior to being sentenced. The adult probation data indicates more people with higher levels of education are being sentenced to probation. The largest increase for adults placed on probation had been in the number who have completed high school.

5. No Identifiable Source of Income

Indicators:

Adult Institution	Adult Community	Youth Institution	Youth Community
Income Source (Empl. Stat.)	(same)	(same)	(same)
Record of Stable Empl.	"	"	"
Living Situation	"	"	"
N/A	N/A	Involv. with Social Services	"

Data: % With No Identifiable Source of Income

	75/76	80/81	85/86	90/91
Adult Institution	41%	60%	54%	50%
Adult Community	53%	63%	71%	56%
Youth Institution	—	—	30%	27%
Youth Community	32%	18%	19%	15%

Notes: For the last ten years there has been a drop in the number of adults sentenced to Institution whose records show no identifiable source of income. More people have a record of stable employment and have full time employment. The data for adults placed on probation shows similar trends in the last five years.

Offence

1. Drug and/or Alcohol Related Offences

Indicators:

Adult Institution	Adult Community	Youth Institution	Youth Community
1. Under the influence of Drugs/Alcohol	(same)	(same)	(same)
2. To obtain drugs/alcohol for personal use	"	"	"
3. Traffic in Drugs	"	"	"
4. None of the above	"	"	"

Data: % Who Committed Drug and/or Alcohol Related Offences

	75/76	80/81	85/86	90/91
Adult Institution	41%	36%	42%	41%
Adult Community	31%	44%	30%	39%
Youth Institution	—	—	13%	14%
Youth Community	20%	18%	17%	13%

Notes: The proportion of drug and/or alcohol related offences have generally remained constant for adult Institution, adult probation and youth Institution cases. The data illustrates a steady decline of offences involving drugs and alcohol for youths placed on probation.

The ratio of cases related to drugs and alcohol for youth cases is less than half those for adult cases.

DIFFICULTY-TO-MANAGE

Sentence Administration

1. *Counselling or Treatment as Part of Probation Order*

Indicators:

Adult Community	Youth Community
Restitution	(same)
Community Serv.	"
Counselling	"
Residence	"
Treatment	"
No Contact/Assoc.	"
Not Operate Vehicle	"
Other	"
Suspended Sent.	"
Cond. Discharge	"
Fine	"
Jail Plus	"
Bail	"
Parole/Probation	"
Diversion File	"
Pre-sent./Disp. Report	"
Prob. Supervision Class	"

Data: % With Counselling or Treatment Orders

	75/76	80/81	85/86	90/91
Adult Community	21%	13%	27%	53%
Youth Community	16%	18%	38%	38%

Note: There has been a marked increase in the number of adult probation orders containing provisions for counselling, treatment and residential programs during the last ten years. The sharp increase of similar orders for youth from 1985 onward is most likely due to the introduction of the *Young Offenders Act.*

2. Incidents While Incarcerated

Indicators:

Adult Institution	Youth Institution
1. Property Damage	(same)
2. Injury to Persons	"
3. Escape	"
4. Attempted Escape	"
5. Hostage Taking	N/A
6. Riot	"
7. Attempted Suicide	(same)
8. Contraband	"
9. Other	"

Data: % Involved in Institutional Incidents

	75/76	80/81	85/86	90/91
Adult Institution	0%	4%	3%	16%
Youth Institution	0%	0%	0%	0%

Notes: The ratio of adults involved in incidents while incarcerated appear to have increased since 1985. Of the indicators aggregated under this heading, incidents involving contraband has increased the most.

It should be noted that the figures related to incidents while in Youth Institutions are too low to draw firm conclusions.

DIFFICULTY-TO-MANAGE

3. *Mental Health Treatment While in Institution*

Indicators:

Adult Institution	Youth Institution
1. Medical Treatment	(same)
2. Hospitalization	"
3. Therapeutic Counselling	"
4. Segregation	"
5. Transfer to Higher Security	"
6. Psych. Hospitalization	"
7. Other	"

Data: % Requiring Mental Health Treatment

	75/76	80/81	85/86	90/91
Adult Institution	5%	6%	5%	21%
Youth Institution	—	—	11%	20%

Note: There appears to have been an increase in referrals for medical treatment for both adult and youth cases. In the area of adult Institution cases, the use of segregation within institutions has also increased.

4. *Psychological Assessment/Counselling*

Indicators:

Adult Institution	Adult Community	Youth Institution	Youth Community
1. Psych. Assessment	(same)	(same)	(same)
2. Psych. Counselling	"	"	"

Data: % Requiring Psychological Assessment/Counselling

	75/76	80/81	85/86	90/91
Adult Institution	0%	2%	3%	6%
Adult Community	7%	2%	11%	16%
Youth Institution	—	—	5%	7%
Youth Community	4%	12%	17%	12%

Notes: Figures for psychological assessments and/or counselling for both adult and youth Institution are too small to allow conclusions to be drawn. The data regarding referrals for youth probation cases indicates that the ratio of referrals has remained relatively constant at about 15 percent over the las ten years.

The use of psychological counselling in adult probation cases has increased during the last ten year to about 15 percent of all cases.

5. Substance Abuse Counselling

Indicators:

Adult Institution	Adult Community	Youth Institution	Youth Community
1. Substance Abuse Couns.	(same)	(same)	(same)
2. Shoplifters Program	"	"	"

Data: % Requiring Substance Abuse Counselling

	75/76	80/81	85/86	90/91
Adult Institution	0%	6%	9%	17%
Adult Community	5%	13%	11%	22%
Youth Institution	—	—	0%	9%
Youth Community	0%	0%	8%	8%

Note: Substance abuse counselling in adult cases has increased during the last five years. The data for youth cases is insufficient to draw conclusions.

Other Indicators

The data for the following indicator sets was either unreliable or insufficient: family violence couselling, sex offender treatment, educational assessment.

DIFFICULTY-TO-MANAGE

Family Services

Methodology for Family Services Difficulty-to-Manage Study

The Family files were selected in a different fashion from the Institutional and Probation files, thereby reducing the random element of the sampling. One Family office was selected by the Director of Policy and Program Analysis for each Corrections region. These offices were chosen as those most likely to represent a cross-section of family court counsellor files. Each of the five offices was asked to supply the research team with 10 files from each of the designated fiscal years thereby totalling 200 files. The actual number of files received was 161.

List of Indicators

Applicant/Respondent Characteristics

1. English as a Second Language
2. Immigration Status
3. Presently Employed
4. Time Employed

Case Management

1. Present Action Involves Child Maintenance/Spouse Maintenance/Custody/Access
2. Enforcement Requested for Child Minatenance/Access
3. Applicant Requested Mediation
4. Request or Classed Urgent
5. Other Agency Involved
6. Allegation of Abuse
7. Lawyer Involved

Results and Analysis

Summary of Family Services Difficulty-to-Manage Indicators

	Decrease	Increase	No Change
Applicant/Respondent Characteristics			
1. English as Second Language			X*
2. Presently Employed			
- Applicant		X	
- Respondent	X		
Case Management			
1. Present action involves:			
a. Child Maint.	X		
b. Spouse Maint.	X		
c. Custody		X	
d. Access		X	
2. Enforcement Requested for:			
a. Child Maint.	X		
3. Applicant Requested Mediation		X (slight)	
4. Other Agency Involved			X
5. Allegation of Abuse	X*		
6. Lawyer Involved			X

* Information from files is not consistent with other findings.

DIFFICULTY-TO-MANAGE

Applicant/Respondent Characteristics

1. English as 2nd Language

	75-76	80-81	85-86	90-91
Applicant — English	100%	98%	98%	100%
Respondent — English	100%	98%	98%	100%

- *No change*

This response is not consistent with what is known about the increasing immigrant population to BC over the past years and the concurrent increasing demand for ESL training in those areas where there are large immigrant populations. It may be that the offices surveyed did not capture these areas. The offices in these areas have, in other reports, identified an increase in difficulty in case management due to the complexities of language interpretation and cultural differences which impact the family.

2. Presently Employed

	75-76	80-81	85-86	90-91
Applicant	24%	23%	41%	37%
Respondent	57%	58%	49%	35%

Applicant - *Increase* Respondent - *Decrease*

In the majority of family court counsellor cases the applicant is the female partner and the respondent the male partner. Income, both individual and total family income, is a significant factor in family dispute resolution. We know that in BC, men, in general, earn significantly greater incomes than women. If male respondents are unemployed in increasing numbers and female applicants employed in increasing numbers, it likely means that the total family income at the time of contact is lower. Less total family income often means that the resolution of maintenance and support payments is significantly more difficult because of the need to stretch incomes which previously supported one household to support two households.

Case Management

1. Present Action Involves

	75-76	80-81	85-86	90-91
a. Child Maintenance	62%	78%	61%	39%
b. Spouse Maintenance	24%	28%	12%	2%
c. Custody	52%	25%	39%	57%
d. Access	43%	23%	39%	59%

Child Maintenance–*Decrease* Spouse Maintenance–*Decrease* Custody–*Increase* Access–*Increase*

The declining actions in family court counsellor cases for child and spousal maintenance and for enforcement of child maintenance may be the result of a number of factors, including the rising numbers of women in the workforce, the rising numbers of working single parents, and the rising numbers of custodial fathers.

The very significant drop between 1985-86 and 1990-91 is most likely the result of the establishment of the Ministry of Social Services Family Maintenance Program for income assistance recipients and the establishment of the Ministry of Attorney General Family Maintenance Enforcement Program. Clients of both of these programs would previously have been family court counsellor clients.

Taken together with the significant increases in child custody and access actions this may be seen as a dramatic representation of the impact of the fragmentation of family justice system services. The ability of the family court counsellor to effectively assist a family to resolve the issues arising out of separation is constrained when the family is compelled to seek assistance from separate government programs for integrally related problems.

The information regarding the requests for mediation by the applicant could be seen in a number of ways with respect to difficulty-to-manage cases. The increase in awareness of mediation as a credible option to litigation may be responsible for an increase in demand for this service. When some clients are compelled by government social programs to seek assistance from more than one source, mediation of family problems becomes more difficult.

An increase in demand for mediation services may conflict with what some probation officer/family court counsellors see as a need to deliver statutorily demanded services as a first priority. The approximate average of 25% overwork in probation/family court counsellor offices balancing an increased demand for mediation services impacts case management difficulty.

2. Enforcement Requested For

	75-76	80-81	85-86	90-91
a. Child Maintenance	24%	25%	22%	2%

– Decrease

3. Applicant Requested Mediation

75-76	80-81	85-86	90-91
5%	5%	12%	10%

– Slight Increase

4. Other Agency Involved

75-76	80-81	85-86	90-91
14%	8%	20%	19%

– Little Change

5. Allegation of Abuse

75-76	80-81	85-86	90-91
33%	20%	26%	14%

– Decrease

The apparent decrease in allegations of child abuse is not consistent with what is known generally about the increase in reported incidents of child abuse. This is likely due to the available data being poor.

6. Involvement of Lawyer

75-76	80-81	85-86	90-91
24%	33%	35%	33%

– No Change

Other Indicators

The data for the following indicators was either unreliable or insufficient: immigration status, time employed, enforcement requested for access, applicant requested or counsellor classified urgent.

APPENDIX A

Societal and Justice System Overview: 1975-1991

Socio-Economic Changes

Population

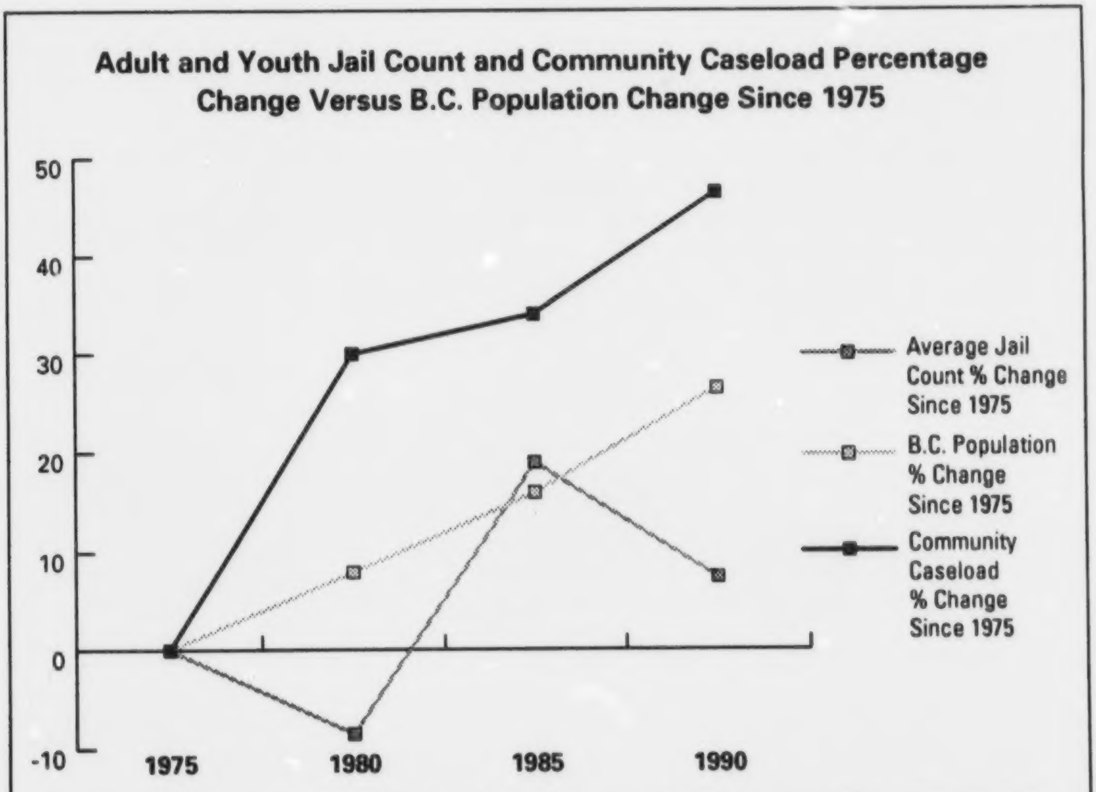
Over the past ten years, net immigration has accounted for 56% of the province's population growth with natural increase (births minus deaths) contributing the remaining 44%. B.C.'s population in 1992 is 3,292,758.

Net migration to British Columbia totalled 47,031 during the first three quarters of 1990; a 13.4% increase over the previous year. This was mostly due to high levels of international immigration (Ministry of Finance, 1990:10).

The birth rate remains fairly constant at about 20,000 per year.

The largest increase in B.C.'s population over the last ten years has been with people aged 30 and over, resulting in an older population.

Figure 5



As a result of some missing data in the early years and different reporting methods, this graph must be seen as an approximation only. Detailed figures available later in report.

APPENDIX A

There has been a substantial increase in B.C.'s population since 1987; forecasts into the next century predict that this trend will be modified somewhat, but will continue to grow at a healthy rate. By 2016, we should see B.C.'s population nearing the five million mark. As a percentage of Canada's population, B.C. has grown, and will continue to grow proportionally larger.

While the probation caseload of adults and youth has risen comparatively to the population, the jail population has not been advancing at the same rate (see Figure 5). This could be important when related to the seriousness of offenders. As the general population rises while the number of inmates remains stable, the per capita rate of incarceration falls. This could be contributing to an increase in the seriousness of offenders in custody. A more detailed discussion of this trend will be presented in the numerical analysis portion of the study.

Age

There has been a general aging of the B.C. population over the past twenty years. One indicator of this trend is the bulge in population between the ages of 25 and 45 - a result of the baby boom. In 1989, 33.1% of the provincial population was in this age group as compared to 27% in 1960.

The median age of the British Columbia population has risen steadily since the 1960s. In 1990, the median age was 34.5 years as compared to 28.7 years in 1975.

The population throughout the province is also aging as a result of a lower fertility rate than in the past. This change may have an impact on the Branch in that older institutional and community populations might result.

Of all the age groups, the one from mid-teens to late twenties is most often seen in the criminal justice system. Exact numbers are not available to analyse the exact age categories defined in the justice system, but the following figures represent the "younger" population.

Although the actual number of youths age 5-17 has risen between 1975 and 1990, their proportion of the total population has declined from 23.5% in 1975 to 17.2% in 1990. Both the number and percentage of persons aged 18-24 has declined slightly from 307,500 (12.6%) in 1975 to 305,700 (9.7%) in 1990.

A contrasting trend is evident with older populations. The adult population between 25-44 has been increasing proportionately to the total population since the early 1970s, as has the age group over 65 years. The percentage of the population between 45-64 has remained fairly constant over the past twenty years; hovering just under or over 20%. This category is expected to increase as the baby boomers age. The 65+ group continues to grow as life expectancy increases.

Native Offenders

According to 1986 census data, the total number of Natives in British Columbia was 132,470 — 4.6% of the total provincial population. However, the number of Natives in the B.C. Correctional system has traditionally been disproportionate. While the percentage of natives admitted to adult institutions has increased from 1975 to the present, the average institutional count has dropped slightly, due to shorter average sentences.

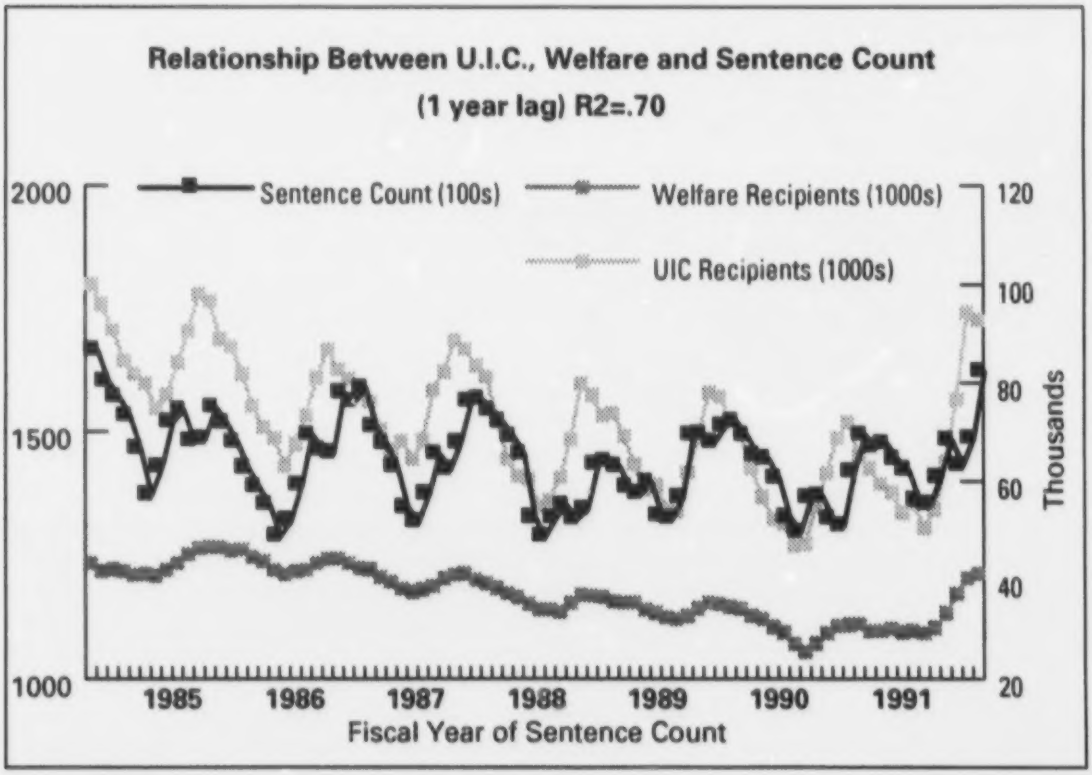
Although figures are not consistently available from the earlier years, some indication of the change in native corrections populations is possible. The proportion of natives admitted to adult institutions has increased between 1975 and 1990 while their proportion of the average count has been decreasing since 1980. On the youth side, both admissions and counts have shown marked increases in their ratios. In 1985/86, 17.5% of the sentenced admissions to youth institutions was native; rising to 19.9% in 1990/91.

Community figures are similar. In 1985/86, 13.7% of the adult probation caseload was native; jumping to 16.1% in 1990. Admissions of natives to adult probation rose from 15.5% in 1985/86 to 16.5 in 1990/91. For youths on probation, admission to probation climbed from 13.1% in 1985/86 to 17.8% in 1990/91. Probation caseloads also saw a larger proportion of native youths in 1990/91 as compared to 1985/86: 18.4% versus 15.5%.

Unemployment

The unemployment rate in B.C. has dropped consistently since the high of 14.7% in 1984; except for the past year. However, the 1991 rate jumped by 19% to 9.9% from 8.3% in 1990[4].

Figure 6



Relationship Between U.I.C., Welfare and Sentence Count (1 year lag) R2=.70

APPENDIX A

One group which affects the Correction count is the number of young male beneficiaries of Unemployment Insurance. The total number of U.I.C. beneficiaries declined from 1986 to 1990 although there was not the same depth of decrease as in previous years. In fact, there was a dramatic increase in the latter part of the year, exceeding the peaks in the previous five years.

Recent research has shown a strong correlation between the unemployment rate of young males and the jail count. Figure 6 shows the correlation between the total number of U.I.C. and welfare recipients and the jail count (with a one year lag). Recent recessionary times have caused a significant increase in the institutional workload.

Social Assistance

Not surprisingly, there is also a correlation between the number of Welfare recipients and the Corrections workload.

Again, the most relevant group for determining Corrections populations is males welfare recipients under 25 years. After a relatively flat year in 1981, social assistance caseloads increased dramatically from 1982 to 1985. There was a fairly even decline from the peak in 1985, to 1989, when the trend levelled off. During the last quarter of 1990, there was a sharp rise which appears to be increasing through to the present. These figures are closely tied to the U.I.C. rates, in that those whose unemployment claims run out and still have not found work will go on to Social Assistance.

Substance Abuse

Substance abuse is generally defined as incorporating the misuse of either alcohol or drugs. Both substances play large roles as contributors and indicators to criminal behaviour.

In 1989, a study conducted by Statistics Canada showed that abuse of both substances in the last decade is declining (Statistics Canada, 1991). For example, the number of current drinkers has declined from 82% in 1978 to 78% in 1989, and the number of former drinkers has risen from 4% to 16%. This encouraging news is somewhat tempered when the trend of per capita alcohol consumption for the past 35 years is examined. In 1950, the per capita consumption of alcohol was about 4.4 litres per year. Consumption started increasing rapidly from 1965 until 1980 at which time the per capita amount consumed had doubled to about 8.8 litres per year. The decline in the last decade still shows Canadians drinking around the 7 litre per capita per year mark.

The abuse of illicit drugs has also declined in the last decade. One reason is that the population is aging — people who try drugs in their younger years usually discontinue them once they get older. Close to one-quarter (23.2%) of adults over 15 years reported using drugs at one point in their lives, but only 6.5% are current users (Ibid.).

Illicit drug use among younger people is also decreasing. A study of Ontario students from grades 7 to 13 showed declines in the use of cannabis and cocaine from 1977 to 1989 (Smart and Adlaf, 1990). A study of the same group covering other drugs, over a shorter period of time (1981-1985) also showed a slight decline in the use of stimulants and barbiturates.

While this news should be encouraging to Corrections staff, the population that most frequently forms the greatest part of the workload for Corrections, 20-24 year-old males, consumes the most alcohol and drugs. 88% of males in that category are current drinkers, and drink more per week than any other group. 18.4% of that age group report using cannabis within the last 12 months, more than any other group (Statistics Canada, 1991).

Legislative Changes

Young Offenders Act

Proclaimed in 1984, the *Young Offenders Act* replaced the antiquated *Juvenile Delinquent Act.* Under the old Act, the distinction between youth and adult varied from Province to Province, depending on provincial legislation. Under the new *Young Offenders Act* (YOA), the earliest age whereby a person can be tried in adult court (with certain exceptions) is 18. This cross-country standardization had more of an impact in those Provinces whose previous age of judicial majority was 16 rather than 17.

In B.C. the effect of the YOA was felt, but moderated by the fact that the previous age limit was 17. The result of the YOA, then, was to increase the population of youth custody centres by the number of 17 year olds who would have previously been held in adult centres. Other than the age differentiation, the nature of the YOA also had a bearing on the population of youth custody centres. Figures available for Ontario show an increase in the total number of custodial sentences handed out under the YOA by 200% over the JDA. As well, the length of sentences for 17 year olds was longer on average than it was when they were sentenced in adult court. In B.C., the count increased from an average of 150 to 300 annually.

In addition to the increase in age and population resulting from the YOA, the spirit of the legislation was spelled out in the preamble to guide judges in dealing with young offenders. One of the basic tenets is that young offenders should be viewed more as misdirected youth, rather than young versions of adult criminals. As a result, more time and energy has been directed at providing treatment and rehabilitation alternatives for youth on probation and in custody than was previously the case.

Bail Reform

Prior to the repeal of the Bail Reform Act in 1978, the options open to the police regarding the detention or release of the accused prior to his/her first appearance were limited. New provisions of the Criminal Code changed this and opened a variety of avenues to the police in their dealings with accused persons. The police can now release an accused person with an appearance notice in lieu of arresting for a dual procedure offence, or with a Promise to Appear, or a recognizance with or without sureties, or an undertaking before a judge or justice. The resulting effect for probation officers was an increased workload — not only in the preparation of reports and court attendance, but in the supervision of accused persons as part of the reporting requirements of judicial interim releases.

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Provincial Parole

From 1949 to 1978 the B.C. Board of Parole operated in the restricted capacity of determining when to release offenders between the ages of 17 and 22 who were sentenced to indeterminate sentences. In 1978, the *Parole Act (Canada)* provided for the release of most inmates incarcerated in Provincial Correctional Centres.

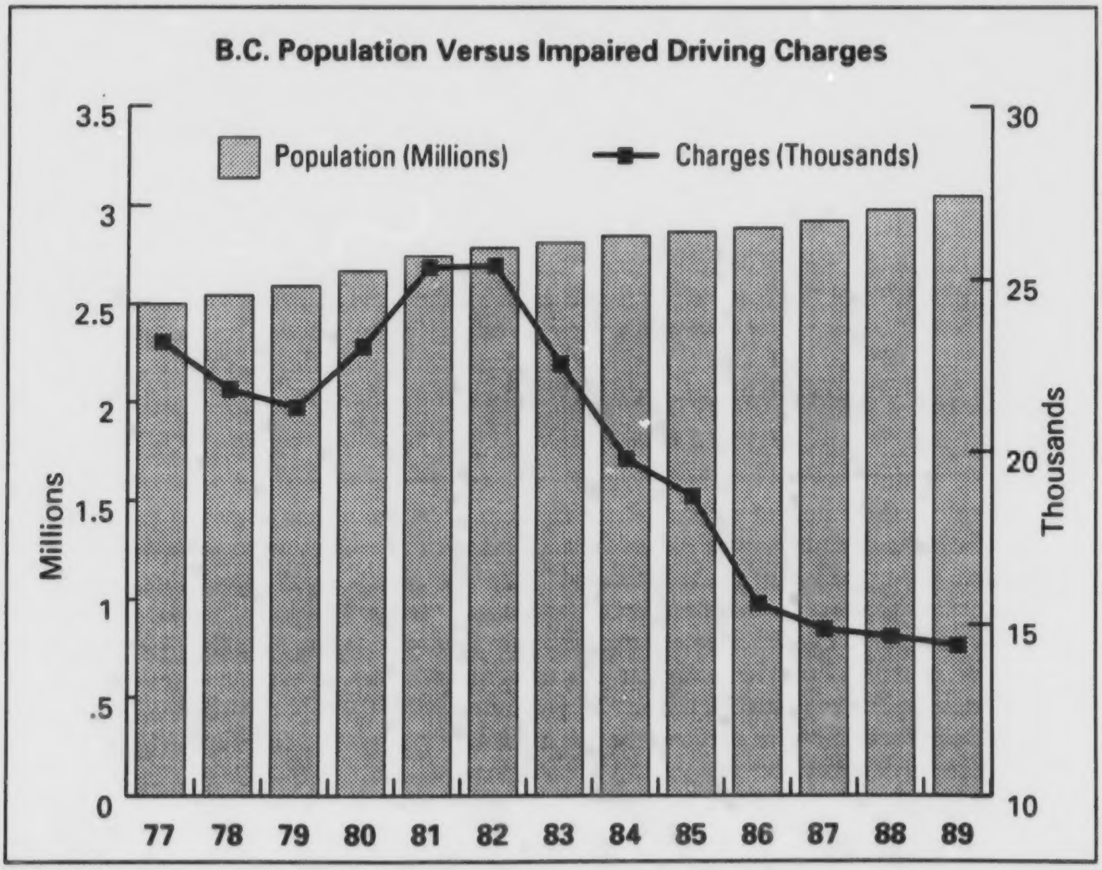
Ontario established its Provincial Board of Parole in 1978 and Quebec followed in 1979. B.C. exercised its option under the federal act in 1980.

Inmates can be eligible for parole once one-third of their sentence has been served. They must adhere to specified conditions and report to corrections staff regularly during their parole period. Corrections staff have had to adjust to this influx of offenders from the institutions into the community.

Drinking and Driving

Since the initiation of B.C.'s Drinking Driver CounterAttack program in 1977, increased enforcement levels have resulted in an influx of impaired driving related offenders into the corrections system. This was especially evident in the early 1980's. With the Criminal Code mandate of a minimum 14 day sentence for the second offence

Figure 7


B.C. Population Versus Impaired Driving Charges

the number of short-term inmates increased. As figure 7 shows, the number of charges of impaired driving related offences peaked in 1981/82, and has been falling since, even though B.C.'s population has been steadily increasing.

The effect of the incursion of impaired drivers on the corrections system has depended on the demographic and socioeconomic make-up of the offenders. A 1982 study showed that 84.8% of impaired drivers were male and 66.3% of impaired drivers were males under the age of 40 (B.C. Attorney General, 1982). While this is similar to the demographics of the regular corrections population, the socioeconomic make-up is somewhat different in that many impaired drivers have had no previous contact with the correctional system, and do not react or behave in a similar fashion to other offenders.

Fine Default

Formerly, when persons convicted of crimes could not pay their fines, they would serve time in custody in default. This meant that many indigent people would serve short sentences for crimes where only a fine was assessed. This system was replaced by one whereby the Crown would pursue the fine collection by civil proceedings, with no jail time resulting from a defaulting fine. This has resulted in fewer people in custody centres for short sentences.

Legislative History of Family Court Services

Prior to 1972, there were two main pieces of legislation affecting the Family Court: the *Divorce Act, 1965,* and the *Wives' and Children's Maintenance Act.* The *Divorce Act* was federal legislation which allowed for divorce based on the finding of fault (adultery, cruelty, etc.). The *Wives' and Children's Maintenance Act* was provincial legislation governing support and maintenance payments.

In 1972, the *Wives' and Children's Maintenance Act* was repealed and replaced by the 1972 *Family Relations Act.* It provided legislation for spousal and child maintenance, and custody and access orders. Under this act, all relief was based on fault. In order to centralize the Family Court process somewhat, the *Unified Family Court Act* was proclaimed in 1972 which unified the registries, but not the jurisdictions of Supreme and Provincial Courts in pilot areas. Unified Family Courts were then established in Richmond, Surrey and Delta. Service delivery became more standardized as some Probation Officers were appointed to be Family Court counsellors.

In 1979 a new *Family Relations Act* was proclaimed, replacing the original 1972 act. It specified that relief must be based on need, not fault. It also mandated that the Attorney General was responsible for the appointment of Family Court counsellors. As a result, the majority of Probation Officers received Family Court Counsellor training. The training was made an integral part of new recruit training.

The *Divorce Act* of 1965, which had required fault to be found before a divorce could be granted, was repealed and replaced by the *Divorce Act, 1988.* It allowed for a divorce based on one year of separation, with no fault attributed to either party. Child custody was based on the determination of the best interests of the child.

Previously, when the Court awarded financial maintenance for the spouse and children, collection of the full amount was often difficult. Under the 1988 *Family Maintenance Enforcement Act,* the Director of Maintenance Enforcement has the power to enforce registered maintenance orders by garnishees, attachment and court process. As well, the *Family Maintenance Act* compelled income assistance recipients to revert all rights to the recovery of spousal/child maintenance to the Crown. These two Acts resulted in a substantial decrease in the workload of Family Court Counsellors. A concomitant effect, however, was the further fragmentation of the delivery of Family Court Services, and the added stress of dealing with more external agencies.

New Facilities Construction

Since the mid 1970s Corrections Branch has placed a high priority on the replacement of its secure regional correctional centres for adults.

The facilities at Oakalla, with a capacity to house more than 600 men, have since been replaced by three new centres with combined capacities of 554. The Vancouver Pretrial Services Centre (150 beds) was completed in the early 1980s. The Fraser Regional Correctional Centre (254 beds) was completed in mid 1990, and the Surrey PSC (150 beds) was completed a year later.

The secure women's facilities at Oakalla, the 65-bed Lakeside CCW, was replaced early in 1991 with the new 142-bed Burnaby Correctional Centre for Women. This facility also replaced the 35-bed Twin Maples farm for women and, through federal cost-sharing, provided 42 beds to house federal female inmates originating from B.C.

The Vancouver Island Regional Correctional Centre was rebuilt on site during the mid 1980s, replacing 150 secure beds and providing 54 beds to house locally those inmates who had typically been held in the Lower Mainland.

The mid 1980s also saw the completion of the new Kamloops Regional Correctional Centre. The new 160 bed facility replaced the old 108 bed jail. Of the 52 additional beds, 30 were provided through federal cost-sharing in order to house federal inmates in the provincial system. The remainder accommodate inmates originating from the Interior but who had been held in the Lower Mainland due to inadequate local capacity.

Over the past 15 years many developments have also occurred in the area of open and community facilities. In the mid 1970s the Corrections Branch developed community correctional centres in Terrace, Kamloops, Chilliwack, Victoria, and two in Vancouver (one for women). These urban facilities had capacities of between 20 and 30 beds. As a result of low usage rates, due in part to increased use of alternatives to custody and in part to the increased seriousness of offences, the Kamloops and Victoria centres were closed permanently in 1991. The women's centre in Vancouver was closed in the early 1980s. The Chilliwack facility was replaced in the mid 1980s, increasing its capacity from 18 to 23 plus dorms for 12 more on weekends. The 24 bed Terrace facility is scheduled to be replaced by mid 1993, with a new 30 bed centre.

In the early 1980s the open custody Nanaimo Correctional Centre was established at Brannen Lake. Its capacity is normally 90 but outbuildings accommodate another 25 plus 18. Also in the early 1980s on the Island, the 50-bed Jordan River Camp and the 25-bed Snowdon Camp (near Campbell River) were closed permanently.

In the Interior Region, the Bear Creek Camp was built in the late 1970s and replaced the Clearwater Camp bed for bed. In the mid 1980s, the Kokanee Creek Camp was established in the Kootenays at 20 beds but has since been reduced to 14 operational beds due to consistent low usage.

The Lower Mainland has experienced no additional or replacement open centres over the study period.

The replacement of these facilities has generally contributed to a better work climate for Corrections staff.

Integrated Community/Institutional Management Structure

In B.C., the concept of an offender being supervised in the community by an officer of the court became a full-fledged probation program in the 1960s. Until the mid 1970s, its organization remained separate from institutional management, with the heads of community and institutional services reporting directly to the Commissioner of Corrections. Eventually it was felt that in order to maximize the coordination of these programs, they should be integrated at a lower management level.

This has changed the operations of both services. Some of the ways it has affected staff are in increased career mobility between services. Employees in correctional settings can more easily pursue a career in the probation service and vice-versa. Since both services are dealing with essentially the same clientele, an increased flow of information and concerns is also engendered, leading to the more effective management of offenders.

Unionization of Staff

In the early 1970s, the B.C. Government Employees' Union was formed, changing the face of the provincial work-site. As a result, working conditions have become configured in a more uniform fashion, and management has had to devote increased energy to ensuring that the terms of the collective agreement are adhered to. This increased structure has meant greater standardization for shift scheduling and physical work conditions across the Province, and the protection for staff that this affords.

Electronic Monitoring Program

The Electronic Monitoring Program is designed as a hybrid method of offender supervision, whereby offenders are closely supervised in the community by electronic means. It is designed to include offenders on a voluntary basis. The criteria for inclusion in the program are that the offender must have been convicted of a non-violent crime and his/her sentence must be for a term of less than four months, or he/she is serving the last four months of a more lengthy sentence. In addition to electronic monitoring, the offender is supervised by correctional staff. The program is proving successful and is being expanded to all regions of the province.

Notwithstanding the organizational changes brought about by this new system, the Electronic Monitoring Program affects the make up of Corrections' population. The specific type of offender placed on the program is non-violent and has a short sentence. This means that this offender no longer forms part of the institutional population but part of the community. As the less serious offenders are drawn out of the institutions, the staff are then left to deal with more serious offenders exclusively. The community offender population, conversely, must adapt to the offender who would have formerly been housed in an institution.

Workload/Policy Development

Notwithstanding the changing composition of correctional caseloads, in terms of absolute numbers, Corrections staff have faced a fairly consistent workload over the period from 1980/81 to 1990/91 (data for 1975/76 is not available). As Table 1 shows, the adult custody staff/workload ratio was 1.25 in 1980/81. It increased in 1985/85, dropping back to 1.24 in 1990/91. The Community/Family workload has increased from 35.68 in 1980/81 to 40.75 in 1990/91.

Table 1

	1975/76	1980/81	1985/86	1990/91
Institutional FTEs	N/A	1310	1532	1683
Community/ Family FTEs	N/A	514	479	481
Instit. Count (adult only)	1784	1635	2129	2084
Community Caseload	11,180	14,520	15,041	16,418
Family Caseload	N/A	3,822	5,019	3,184
Ratio Staff/Workload:				
Institution	N/A	1.25	1.39	1.24
Community/ Fam. Services	N/A	35.68	41.89	40.75

In terms of overall policy shifts, Corrections Branch has experienced a number of changes, starting in the early 1970s. During these years, the government spearheaded the research and planning of options to existing methodologies. These included the concepts of alternatives to custody, Community Correctional Centres, the enhancement of the Provincial Case File system, the Integrated Institutional/ Community Management System. After 1975, reform evaluation continued with initiatives such as the *Family Relations Act* (1978) and the adoption of case management principles, but soon slowed as the government directed its attention to other matters including recession.

During this time, probation officers felt that they were becoming more brokers of services than providers of it. This is consistent with the general trend across Canada (Hall, 1989). Clients had become characterized as a series of problems which could be separated for the purposes of referral (Doherty and Ekstedt, 1990:156). Fragmentation was also found in the form of regionalization in 1976, leading into a new era in corrections.

In the years 1979-1988, there was a revived a focus on institutions and facilities management. The economic downturn materializing in the late 1970s, prolonged the instability that the Commissioner of Corrections wished to eliminate. Other issues such as federal initiatives; spending restraint; pressure for changes to youth services, parole, and women's programs; and facilities planning had an impact on the Branch.

During the early 1980s, a higher priority for victims and community safety needs led to more careful processes for assessing and classifying offenders, the strengthening of some institutional dispositions, and reparation.

During 1975 and 1976, the difficulties in dealing with "hard-core" juvenile delinquents escalated[5]. In order to deal with this phenomenon, new programs were initiated under the authority of the *Juvenile Delinquents Act* and through various rulings of the B.C. Supreme Court and Court of Appeal (Doherty and Ekstedt, 1990:171-2). Over-crowding in youth institutions became a problem in 1980 due to a B.C. Supreme Court decision which removed the limits on admissions to containment centres as well as the ability to provide for some kind of conditional release (Ibid. p.172).

On the adult area, a 1978 amendment to the *Parole Act* allowed for provincial parole. In the same year, government approval for institutional improvements focused on remand, and the needs of women and youths. The Corrections Branch was committed to newer, modernized institutions as well as capping the institutional population. However, riots in both Prince George Regional Correctional Centre and Oakalla in 1983, showed the result of over-crowded prisons and the deleterious effect on jail programs. The Commissioner of Corrections felt that this situation would only get worse as recent legislative amendments increased the number of offences for which jail sentences can be given.

The classification of offenders continued to be a major issue through the early 1980s when, in 1984, each region was given responsibility for its own classification. With the Branch's renewed concentration on facilities management and non-institutional initiatives, other programs were developed during this stage of corrections history which promoted the reparation philosophy. There was increased social pressure on drinking and driving in the early 1980s. Automatic enforcement of maintenance orders, the establishment of the Victims Assistance Program, programs for sexual offenders such as the South-east Specialized Unit and Stave Lake, and the Electronic Monitoring Program, are all examples of the types of programs which endeavoured to meet the needs of specific types of offenders and engender community involvement.

Those early planning years were also instrumental in generating a mindset of using the minimum security or supervision necessary to carry out the punishment determined by the Court. Additional policy changes in Corrections resulted from the desire to incorporate uniform standards across the Branch. United Nations requirements relating to the treatment of prisoners also formed part of this impetus.

During the last few years, the Branch has identified various priority issues. Additional staff and expertise have been needed to deal with an increase in what the Branch has labelled "difficult-to-manage" groups such as sex offenders and mentally disordered offenders. There has been a significant expansion of sex offender programs in the province, both in institutions and in the community.

APPENDIX A

Justice System Case Volume

Numbers and Rates of Reported Offences

The following information can be viewed in at least three ways which may have an impact on the corrections field. First, the numbers and rates represent some degree of change in the types and amounts of crime. To what degree this is occurring is compounded or mitigated by the other factors. Second, and perhaps more importantly, these figures reveal something about public policy directions. Last, the data also tell us about the impacts of various changes in legislation, recording practices and public reporting patterns. Economic indicators will also have some bearing on corrections workloads.

The number of recorded offences has an indirect bearing on the number of offenders entering the correctional system. In addition, an analysis of the types of offences and their relevant trends will add to an understanding of the factors which contribute to the changing nature of offenders. The Police Services Branch of this Ministry has been recording policing statistics since 1977. Thus the research span is almost covered by the information recorded.

The actual number of reported criminal code offences has increased by 70% from 1977 to 1990. Looking at the crime rates per 1000 population, there was a 69% increase in persons offences; a 27.5% increase in property offences; and, a 43% increase in other criminal code offences. In order to better understand the nature of those in our correctional system, a breakdown of offence types is offered (persons offences are shown on page 11).

Property Offences

Property offences include break and enters, motor vehicle thefts, thefts in general, fraud and possession of stolen property. The number of B&Es has risen from 41,317 in 1977 to 59,972 (up 45%) while the rate has gone from 16.53 to 19.15 during the same time period (up 15.8%). The numbers of motor vehicle thefts has risen substantially from 11,277 in 1977 to 20,417 in 1990. The rate has also increased from 4.51 to 6.52: a 45% rise. Thefts have increase to 165,514 in 1990 from 95,661 in 1977 (up 73%). The theft rate has also increased by 38% during the same time period.

The number of reported fraud offences is the same today as it was in 1977. However, a noticeable pattern is the peak during the economic downturn of the early 1980's. This trend is evident again in 1990 when the number of offences jumped to 15,486 from 13,318 in 1989 (up 16%) and can be expected to increase reflecting the economic recession of 1991[6]. Overall, the rate of reported frauds has decreased over time from 6.22 in 1977 to 4.94 in 1990.

Other Criminal Code Offences[7]

The number of reported other criminal code offences has risen from 81,459 in 1977 to 146,406 in 1990 (up 80%). The rate of reported offences has also increased from 33.56 in 1977 to 48.02 in 1990: 43%.

Drug Offences

Although the number of reported drug offences has fluctuated over the 14 year time period, there has been an overall increase of 18.5%. However, the drug offence rate has remained relatively consistent over time. In 1977, the rate was 4.27 while the rate in 1990 was 4.03. It remains to be seen whether or not there has been an increase in the number of incarcerated persons with drug offences.

B.C. Versus Other Canadian Jurisdictions

In terms of the Criminal Code Offence Rate, B.C. has the highest rate per 100,000 inhabitants in Canada, at 13,750, compared to Newfoundland at 5750. When the national figures for violent crimes are compared, B.C. again has the highest rate at 1360, compared with P.E.I. at 600. Both trends show an interesting phenomenon in that they both increase almost uniformly from province to province, from east to west.

The Maritimes have the lowest, then Central Canada, then the Prairies, with B.C. having the highest rates per 100,000.

Conversely, in terms of rates of incarceration, B.C. has one of the lowest rates in the country.

Police Charging Rates[8]

As a proportion of the number of reported offences, the number of charges recommended by police are generally proportional. The table below shows the ratio of charges to reported offences for 1977 and 1990.

Table 2: Number of Offences, Charges and Ratio of Charges to Offences

	1977	1990
# Offences		
Property	166,410	265,943
Persons	21,181	44,947
Other	83,870	150,643
Drug	10,668	12,264
# Charges:		
Property	26,399	32,986
Persons	6,081	15,680
Other	13,138	14,258
Drug	9,416	7,405

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Charges as a Percentage of Offences (Offences/Charges):

	1977	1990
Property	15.9% (6.3/1)	12.4% (8.1/1)
Persons	28.7% (3.5/1)	34.9% (2.9/1)
Other	15.7% (6.4/1)	9.5% (10.6/1)
Drug	88.3% (1.1/1)	60.4% (1.7/1)

The number of persons charged with property offences rose from 26,399 in 1977 to 32,986 in 1990 (up 25%). However, the charge rates are identical at .1 per 1000 population.

Court Caseload

Over the years, Criminal Court caseloads have generally tended to rise and fall with the economy. When the country is in recession, the number of new criminal cases increases. The table below shows the number of new adult and youth criminal cases per year since 1984. It is interesting to note that only in 1990, at the start of the economic downturn, did we see the same number of new criminal cases as in 1984, which was the end of the early 1980's recession. Youth cases, on the other hand, reached a level of 21,125 in 1986, dipped in 1988 and 1989, and rose again to 21,858 in 1990.

Table 3 — New Criminal Cases

	Adult	Youth	Total
1984	151,123	15,776	166,899
1985	142,394	16,130	158,524
1986	138,514	21,125	159,639
1987	139,687	20,119	159,806
1988	138,243	19,594	157,837
1989	135,244	19,082	154,326
1990	144,101	21,858	165,959
1991	155,315	21,516	176,831

Correctional Service Demand Loads: Counts and Admissions

As can be seen in Table 4, the average adult institutional count has decreased overall from 1975/76 to 1990/91, despite a period of growth between 1980 and 1985. This decline has been reversed, however, and within the last year the institutional rate has increased dramatically. The adult institutional count at March 1992 stood at 2112 compared with 1770 in 1990. The total number of admissions to adult institutions has risen by 28% from 11,297 in 1980/81 to 14,478 in 1990/91. For youth institutions, the average total count has jumped 126% from 139 in 1980/81 to 314 in 1990/91. The introduction of the *Young OffendersAct* resulted in increases in the number of youths admitted to facilities. Youth institutional admissions have risen noticeably since 1985/86, from 1902 to 2584 in 1990/91.

Community measures have also recorded increases across the same time periods (See Table 6). The adult community caseload has gone from 8574 in 1975/76 to 12,323 in 1990/91 (44%). Similarly, the youth community caseload has risen from 2606 in 1975/76 to 4095 in 1990/91 (57%). Admissions have risen on both community fronts. For adults, there has been as jump of 149% during the fifteen year period between 1975/76 to 1990/91. The increase for youth has been 159%. Family measures were not available in 1975/76. The average family caseload has declined by 17% from 1980/81 to 1990/91.

Table 4 — Adult Institutions

	1975/76	1980/81	1985/86	1990/91
Average Count				
Remand	432	358	301	311
Sentenced	1352	1138	1606	1459
Total	1784	1496	1907	1770
Admissions				
Remand	1373	4441	4398	5340
Sentenced	2867	6856	10523	9138
Total	4240	11297	14921	14478

Table 5 — Youth Institutions

	1975/76	1980/81	1985/86	1990/91
Average Count				
Remand	NA	55	39	52
Sentenced	NA	84	183	262
Total	NA	139	222	314
Admissions				
Remand	NA	NA	1061	1499
Sentenced	NA	NA	841	1085
Total	NA	NA	1902	2584

APPENDIX A

Table 6 — Adult Community and Youth Community

Adult Community	1975/76*	1980/81**	1985/86**	1990/91**
Caseload	8574	10907	11345	12323
Admissions	10210	14011	12755	16309
Youth Community	**1975/76+**	**1980/81+**	**1985/86***	**1990/91***
Caseload	2606	3613	3696	4095
Admissions	2075	2890	3930	5372

+ Probation only. * Includes Probation and Pre-trial. ** Includes Probation, Pre-trial and Parole.

Sentence Length

When analysing Correction workloads, it is important to note the average sentence length of offenders. It has an impact on the ability of Corrections staff to deliver programs to offenders. If an offender is in for a short time, the feasibility of offering rehabilitation treatment-oriented programs is inhibited. In fact, the sentence length in all areas except Adult Community has decreased by a significant amount (see Table 7).

Table 7 — Sentence Length

	1975/76	1980/81	1985/86	1990/91
Adult Institution	148.77	114.66	102.31	101.58
Youth Institution	—	—	110.45	82.13
Adult Community	259.50	264.10	308.66	332.37
Youth Community	328.52	365.36	233.36	252.98

Justice System Overview

When looking at B.C.'s justice system as a whole, a series of trends emerge that are difficult to interpret at first glance. Sometimes, the trends are different between adults and youth, and the workload of different elements of the justice system change at different rates. Once separated into their components, though, a clearer picture emerges. It also becomes clear that there are three main factors that influence the justice system: age (youth vs. adult), population, and the economy; each effects the justice system differently.

The total number of reported criminal code offences has increased steadily since 1977, somewhat faster than population, with fluctuations corresponding to the economy. The overall increase from 1977 to 1991 is about 70%. The number of charges relating to these offences has remained proportional. In fact the number of charges per 1000 population has remained relatively stable.

When the number of charges going to court is measured in terms of new criminal trials, the trend is more closely related to the economy, at least for adults. The rate was high in the early 1980s, it declined in the mid to late 1980s, and has increased in the early 1990s. In the youth area, since the advent of the Young Offenders Act in 1984, the number of new youth court cases increased to around 20,000 in 1986 and has remained constant since.

The final step of the justice system is the Corrections system. There, we see admission rates increasing steadily since 1975 for custody and probation in both adult and youth areas. The average inmate counts have increased for youth custody as have youth probation caseloads. Adult custody average counts have remained stable or declined over the years, until recently when they have increased dramatically. Projections into 1993, indicate further substantial increases. Adult Community caseloads have increased steadily over the years, but have not responded as much to the economy as adult institutional counts.

As an offset to the higher admission rate, the sentence length has steadily declined since 1975 in Adult and Youth Institutions and Youth Community. This has kept the adult count lower relative to admissions over the years. Adult Community is the only area where an increase in the sentence length is noticed.

APPENDIX B

Questionnaires

APPENDIX
B-1

CLIENT OFFENDER PROFILE STUDY

FILE TYPE: ADULT CUSTODY

REVIEWED BY: ________ (INITIALS)

SAMPLE FRAME OFFENCE AND SENTENCE DATE: ______________________

CS NUMBER: ______________________________

1. Gender: 1. Female 2. Male

2. Date of birth (yr/mo/day): _____/_____/_____ 99. NIF

3. Marital status at time of offence:

   1. Single
   2. Married
   3. Divorced
   4. Common-law (union of 2 yrs or longer)
   5. Widowed
   6. Separated
   99. NIF

4. Current "working" language: ____________________ 99. NIF

5. Ethnic Origin:

   1. Caucasian
   2. Aboriginal
   3. Métis
   4. Asian
   5. Black
   6. Other ____________________
   99. NIF

6. Status in Canada

   1. Citizen
   2. Landed Immigrant
   3. Other ____________________
   99. NIF

7. Level of education completed prior to offence(s) (Grade/Vocational Training/University): ____________________ (code after pilot)

   99. NIF

APPENDIX
B-1

8. Income source at time of offence(s): (circle all that apply)

   1. Full-time employment
   2. Part-time employment
   3. U.I.C.
   4. W.C.B.
   5. Student
   6. Social assistance
   7. Pension
   8. Proceeds of crime
   9. Other ______________________________
   10. None apparent
   99. NIF

9. Record of stable employment: 1. Yes 2. No 99. NIF

10. Usual occupation:______________________ (code after pilot)

    99. NIF

11. Living situation at time of offence(s):

    1. Alone and transient (taking temporary shelter)
    2. Alone and stable
    3. With spouse (common law of two years or longer)
    4. With child/children (single parent)
    5. With parent(s) and/or sibling
    6. With friend (non+"partner")
    7. With partner in relationship
    8. In correctional setting (institution, halfway house)
    9. Other ________________________
    99. NIF

12. Abuse to age 18: (circle all that apply)

    1. Physical
    2. Emotional
    3. Sexual
    4. None
    5. Other __________________ 99. NIF

13. If there was abuse, relationship of abuser to offender: (circle all that apply)

    1. Friend
    2. Acquaintance
    3. Stranger
    4. Authority figure (i.e. teacher, priest)
    5. Family member (specify)__________________
    6. Foster parent
    7. Not known
    8. Other _______________________ 99. NIF

14. Substance abuse by parent/primary caregiver:
(circle all that apply)

1. Alcohol
2. Drugs
3. None
99. NIF

15. Criminal involvement of "family" member or caregiver:

1. Yes
2. No
3. Not known
99. NIF

If yes, specify involvement and person: 99. NIF

____

____

16. Indications of psychiatric illness: (circle all that apply)

1. Consulted mental health professional
2. Received psychotropic medication (e.g., anti-psychotic drugs)
3. Admitted to psychiatric facility
4. Suicide attempts in community
5. Suicide attempts while incarcerated
6. Certified insane
7. Other ______________________________
8. None
99. NIF

17. Substance abuse to age 18: (circle all that apply)

1. Alcohol
2. Drugs
3. None
99. NIF

18.(a) Ongoing history of substance abuse:

1. Yes 2. No 99. NIF

18.(b) If yes:

1. Alcohol 2. Drugs 3. Both 99. NIF

18.(c) If drugs, what type: (circle all that apply)

1. Amphetamines
2. Cocaine
3. Glue
4. Hash
5. Heroin
6. LSD
7. Marijuana
8. MDA
9. Mescaline
10. Methadone
11. Morphine
12. Mushrooms
13. Opium
14. PCP
15. Prescription
16. Solvents
17. Speed
18. Other____________
99. NIF

18.(d) History of intravenous drug use?

1. Yes 2. No 99. NIF

19.(a) Sample frame offence(s):__________________________ 99. NIF
(number of offences)

19.(b) Major offence:__________________ C.C.__________________
(offence with the longest sentence)
Disposition__________________
99. NIF

19.(c) Aggregate disposition:________________________ 99. NIF

20. Offence(s) was (were) committed:
(circle all that apply)

1. Under influence of alcohol/drugs
2. To obtain alcohol/drugs for personal use
3. In connection with trafficking in drugs
4. None of above
99. NIF

21. Offence(s) involved:
(circle all that apply)

1. Death
2. Injury
3. Threats
4. Sexual Assault
5. Property damage
6. Organized gangs
7. Weapons: i. Firearms ii. Knife iii. Other
8. None of above
99. NIF

22. Was/were the offence(s) against the person?

1. Yes 2. No 99. NIF

23. Was subject under supervision at time of offence(s)?

1. Yes 2. No 99. NIF

If yes, what type of supervision?

1. Probation
2. Parole
3. Bail
4. Temporary Absence
5. Other ______________________ 99. NIF

24. (a) Does subject have record of juvenile convictions?

1. Yes 2. No 99. NIF

24. (b) If yes, type(s) of juvenile convictions: 99. NIF
(list in chronological order)

____

____

____

____

____

25. Did any of the above offences involve: (circle all that apply)

1. Violence (non-sexual)
2. Sexual assault
3. Neither 99. NIF

26. Age at first conviction: ________ 99. NIF

27. Juvenile offence causing the most serious personal injury (if any): ________________________________ 99. NIF

28 (a). Does subject have record of previous adult convictions?

1. Yes 2. No 99. NIF

28 (b). If yes, type(s) of previous adult convictions: 99. NIF
(list in chronological order)

____

____

____

29. Did any of the above offences involve:
(circle all that apply)

1. Violence (non-sexual)
2. Sexual assault
3. Neither 99. NIF

30. Age at first adult conviction:________ 99. NIF

31. Total previous convictions (not including current offence(s)):

____________________ 99. NIF

32. Previous "institutional time" served: 1. Yes 2. No 99. NIF

33. If yes: (circle all that apply)
1. Federal 2. Provincial 3. Juvenile Detention 99. NIF

34. Involvement in institutional incidents (during time served for sample frame offence): (indicate # of occurrences of all that apply)

1. Property damage x _____
2. Injury to person x _____
3. Escape x _____
4. Attempted escape x _____
5. Hostage taking x _____
6. Riot x _____
7. Attempted suicide x _____
8. Contraband x _____
9. Other __________________________________ 99. NIF

35. During incarceration for sample frame offence, offender required: (circle all that apply)

1. Regular medical treatment
2. Hospitalization for non-psychiatric reason
3. Therapeutic counselling (not just 'support')
4. Segregation
5. Transfer to higher security (from lower security level to present, or from present to higher and back)
6. Psychiatric hospitalization
7. Other _________________________
____
____
____

99. NIF

36. Indications during incarceration for sample frame offence of referrals to: (circle all that apply)

1. Psychological/psychiatric assessment
2. Psychological/psychiatric counselling
3. Drug and alcohol counselling
4. Shoplifters Program
5. Family violence counselling
6. Sex offender treatment
7. Educational assessment
8. Other ______________________________ 99. NIF

37. Other indications of disciplinary problems during custody for sample frame offence (i.e. continuous arguments with staff, disobeying institutional rules and regulations, etc.): (code after pilot)

____

____

____

99. NIF

APPENDIX
B-2

CLIENT OFFENDER PROFILE STUDY

FILE TYPE: ADULT PROBATION

REVIEWED BY: ________ (initials)

DATE FILE OPENED (YR/MO/DAY): _____/_____/_____

SAMPLE FRAME OFF

7 DATE FILE CLOSED (YR/MO/DAY): _____/_____/_____

1FPS CS NUMBER: ______________________________

DATE OF INTAKE ___

10 1. Gender: 1. Female 2. Male

10 2. Date of birth (yr/mo/day): _____/_____/_____

3. Marital status on intake ~~at time of last offense~~:

10
1. Single
2. Married
3. Divorced
4. Common-law (union of 2 yrs or longer)
5. Widowed
6. Separated
7. Unknown

10 4. ~~current~~ "working" language on intake: ____________________

5. Ethnic Origin:

9
1. Caucasian
2. Aboriginal
3. Métis
4. Asian
5. Black
6. Other ____________________

6. Status in Canada:

10
1. Citizen
2. Landed immigrant
3. Other ______________________________

10 7. Level of education completed on intake (Grade/Vocational Training/University): ______________________________
(code after pilot)
99. N/F

APPENDIX
B-2

8. ~~Current~~ Employment status on intake:
(circle all that apply)

10
1. Full-time
2. Part-time
3. Casual/Seasonal
4. Unemployed
5. Student
6. Other ______________________
~~7. Unknown~~

10 9. Record of stable employment: 1. Yes 2. No 99. NIF

10 10. Usual occupation: ____________________________ (code after pilot)
99. NIF

11. ~~Current~~ Income source on intake:
(circle all that apply)

10
1. Full-time employment
2. Part-time employment
3. U.I.C.
4. W.C.B.
5. Student
6. Social assistance
7. Pension
8. Other ______________________________________
9. None apparent

12. Living situation ~~at time of last offence(s)~~ on intake:

8
1. Alone and transient (taking temporary shelter)
2. Alone and stable
3. With spouse (common law of two years or longer)
4. With child/children (single parent)
5. With parent(s) and/or sibling
6. With friend (non-"partner")
7. With partner in relationship
~~8. In correctional setting (institution, halfway house)~~
9. Other _______________________________________
99. NIF

13. Abuse to age 18: (circle all that apply)

2
1. Physical
2. Emotional
3. Sexual
4. None
5. Other ____
99. NIF

14. If there was abuse, relationship of abuser to offender:
(circle all that apply)

1. Friend
2. Acquaintance
3. Stranger
4. Authority figure (i.e. teacher, priest)
5. Family member (specify)________________
6. Foster parent
7. Not known
8. Other ________________________________

15. Substance abuse by parent/primary caregiver:
(circle all that apply)

1. Alcohol
5 2. Drugs
3. None
99. NIF

16. Criminal involvement of "family" member or caregiver?:

1. Yes
1 2. No
3. Not known
99. NIF

If yes, specify involvement and person:

____

____

17. Indications of psychiatric illness: (circle all that apply)

1. Consulted mental health professional
2. Received psychotropic medication (e.g., anti-psychotic drugs
3. Admitted to psychiatric facility
9 4. Suicide attempts in community
5. Suicide attempts while incarcerated
6. Certified insane
7. Other ________________________________
8. None

18. Substance abuse to age 18: (circle all that apply)

8 1. Alcohol
2. Drugs
3. None

99 NIF

19.(a) Ongoing history of substance abuse:

1. Yes 2. No 99. N/F

19.(b) If yes:

9 1. Alcohol 2. Drugs 3. Both

19.(c) If drugs, what type: (circle all that apply)

1. Amphetamines
2. Cocaine
3. Glue
4. Hash
5. Heroin
6. LSD
7. Marijuana
8. MDA
9. Mescaline
10. Methadone
11. Morphine
12. Mushrooms
13. Opium
14. PCP
15. Prescription
16. Solvents
17. Speed
18. Other____________

19.(d) History of intravenous drug use?

9 1. Yes 2. No 99. N/F

20.(a) ~~Last recorded~~ Sample frame offence(s):__________________________
(number of offences)

10 20.(b) Major offence:____________________ C.C.______________________
(offence with the longest sentence)
Disposition______________________

20.(c) Aggregate disposition (length of probation order):________

21. Conditions of Probation/Parole: (circle all that apply)

1. Restitution
2. Community service
10 3. Counselling (type)______________________________________
4. Residence (specifcy)_____________________________________
5. Treatment (type)____

22. Type of order:

1. Suspended sentence
10 2. Conditional discharge
3. Fine
4. Goal plus
5. Bail
6. Parole/probation

23. Pre-sentence/pre-disposition report:

10 1. Yes 2. No

24. Probation supervision class:

1. Minimal
2. Normal
3. Intensive
4. Other ______________________________
99 NIF

1

25. Last recorded offence(s) was (were) committed:
(circle all that apply)

1. Under influence of alcohol/drugs
2. To obtain alcohol/drugs for personal use
3. In connection with trafficking in drugs
4. None of the above
99. NIF

9

26. ~~Last recorded~~ sample frame offence(s) involved: (circle all the apply)

1. Death
2. Injury
3. Threats
4. Sexual Assault
5. Property damage
6. Organized gangs
7. Weapons:
   - i. Firearms
   - ii. Knife
   - iii. Other __________ → 8. None of above

1c

27. Was/were ~~the last~~ sample frame offence(s) against the person?

1. Yes 2. No

10

28. Was subject under supervision at time of ~~last recorded~~ sample frame offence(s)?

1. Yes 2. No 99 NIF

If yes, what type of supervision?

1. Probation
2. Parole
3. Bail
4. Temporary Absence
5. Other ____________________________
99 NIF

10

29. Total breaches (~~on last conviction~~ during probation for sample frame offences): ________________

10

Does subject have record of juvenile convictions? 1. Yes 2. No 99. N.I.F

30. If yes, Type(s) of previous juvenile convictions:
(list in chronological order)

6

31. Did any of the above offences involve:

1. Violence (non-sexual)
2. Sexual assault
~~3. Other~~

5 32. Age at first conviction ________

33. Juvenile offence causing the most serious personal injury (if any): ________

Does subject have record of previous adult convictions? 1. Yes 2. N 3. N.I.F

34. If yes, Type(s) of previous adult convictions:
(list in chronological order)

9

35. Did any of the above offences involve:

1. Violence (non-sexual)
2. Sexual assault
3. Other ________

36. Age at first adult conviction: ________

37. Total previous convictions (not including sample frame ~~last recorded~~ offence(s)): ________

9 38. Previous "institutional time" served: 1. Yes 2. No

39. If yes: (circle all that apply)
    1. Federal 2. Provincial 3. Juvenile Detention

40. Indications during probation for sample frame offence of referrals to: (circle all that apply)

    1. Psychological/psychiatric assessment
    2. Psychological/psychiatric counselling
    3. Drug and alcohol counselling
    4. Shoplifters Program
    5. Community Service Program
10 6. Family violence counselling
    7. Sex offender treatment (Sex Offender Program in community)
    8. Educational assessment
    9. Other ______________________________

41. Indications of supervisory problems while on probation for sample frame offe (e.g., no show for appointment, failure to serve community hours, difficulties at place of employment): (code after pilot) 10

____

____

____

42. Supervision outcome:

    1. Satisfactory
    2. Unsatisfactory
10   i. new offence
        ii. breach laid
        iii. no breach laid
        iv. other ____________________

10 43. How many offices supervised the orders?: ______________

APPENDIX
B-3

CLIENT OFFENDER PROFILE STUDY

FILE TYPE: YOUTH CUSTODY

REVIEWED BY: ________ (INITIALS)

SAMPLE FRAME OFFENCE AND SENTENCE DATE: ______________________________

CS NUMBER: ______________________________

1. Gender: 1. Female 2. Male

2. Date of birth (yr/mo/day): ____/____/____ 99. NIF

3. Current "working" language: ______________________________ 99. NIF

4. Ethnic Origin:

   1. Caucasian
   2. Aboriginal
   3. Métis
   4. Asian
   5. Black
   6. Other ______________________
   99. NIF

5. Status in Canada

   1. Citizen
   2. Landed Immigrant
   3. Other ______________________________
   99. NIF

6. Level of education completed prior to offence(s) (Grade/Vocational Training/University): ____________________________
   99. NIF

7. Income source at time of offence(s):
   (circle all that apply)

   1. Full-time employment
   2. Part-time employment
   3. U.I.C.
   4. W.C.B.
   5. Social assistance
   6. Proceeds of crime
   7. Other ______________________________
   8. None apparent
   9. NA (student, dependent)
   99. NIF

8. Record of stable employment:

1. Yes
2. No
9. NA (student, dependent)
99. NIF

9. Usual occupation:_______________ (code after pilot)
9. NA (student, dependent)
99. NIF

10. Living situation at time of offence(s):

1. Alone and transient (taking temporary shelter)
2. Alone and stable
3. With parent(s) and/or sibling
4. With other family member (specify) _______________
5. With friend (non-"partner")
6. With partner in relationship
7. In placement setting (group home, foster home, training school)
8. Other _______________
99. NIF

11. Abuse to time of offence(s):

1. Physical
2. Emotional
3. Sexual
4. None
5. Other _______________
99. NIF

12. If there was abuse, relationship of abuser to offender:
(circle all that apply)

1. Friend
2. Acquaintance
3. Stranger
4. Authority figure (i.e. teacher, priest)
5. Family member (specify)_______________
6. Foster parent
7. Not known
8. Other_______________ 99. NIF

13. Substance abuse by parent/primary caregiver:
(circle all that apply)

1. Alcohol
2. Drugs
3. None
99. NIF

APPENDIX
B-3

14. Criminal involvement of "family" member or caregiver:

1. Yes
2. No
99. NIF

If yes, specify involvement and person: 99. NIF

____

____

15. Indications of psychiatric illness:
(circle all that apply)

1 = 1. Consulted mental health professional
1 = 2. Received psychotropic medication (e.g., anti-psychotic drugs)
2 = 3. Admitted to psychiatric facility
2 = 4. Suicide attempts in community
3 = 5. Suicide attempts while in custody
3 = 6. Certified insane
7. Other ______________________
8. None
99. NIF

16.(a) Ongoing history of substance abuse:

1. Yes 2. No 99. NIF

16.(b) If yes:

1. Alcohol 2. Drugs 3. Both 99. NIF

16.(c) If drugs, what type: (circle all that apply)

1. Amphetamines
2. Cocaine
3. Glue
4. Hash
5. Heroin
6. LSD
7. Marijuana
8. MDA
9. Mescaline
10. Methadone
11. Morphine
12. Mushrooms
13. Opium
14. PCP
15. Prescription
16. Solvents
17. Speed
18. Other __________
19. NIF

16.(d) History of intravenous drug use?

1. Yes 2. No 99. NIF

17.(a) Sample frame offence(s): ____________________ 99. NIF
(number of offences)

17.(b) **Major offence:** ________________ **C.C.** ________________
(offence with the longest sentence)
Disposition ________________

99. NIF

17.(c) **Aggregate disposition:** ________________ 99. NIF

18. Offence(s) was (were) committed:
(circle all that apply)

1. Under influence of alcohol/drugs
2. To obtain alcohol/drugs for personal use
3. In connection with trafficking in drugs
4. None of above
99. NIF

19. Offence(s) involved: (circle all that apply)

1. Death
2. Injury
3. Threats
4. Sexual Assault
5. Property damage
6. Organized gangs
7. Weapons: i. Firearms ii. Knife iii. Other
8. None of above
99. NIF

20. Was/were the last offence(s) against the person?

1. Yes 2. No 99. NIF

21. Was subject under supervision at time of offence(s)?

1. Yes 2. No 99. NIF

If yes, what type of supervision?

1. Probation
2. Bail
3. Temporary Absence
4. Other ________________ 99. NIF

22.(a) Does subject have record of previous juvenile convictions?

1. Yes 2. No 99. NIF

APPENDIX
B-3

22.(b) If yes, type(s) of previous juvenile convictions: 99. NIF
(list in chronological order)

____

____

____

____

____

23. Did any of the above offences involve:
(circle all that apply)

1. Violence (non-sexual)
2. Sexual assault
3. Neither
99. NIF

24. Age at first conviction ________ 99. NIF

25. Juvenile offence causing the most serious personal injury (if any): ______________________ 99. NIF

26. Total previous convictions, not including sample frame offence(s): ______________________ 99. NIF

27. Previous "institutional time" served: 1. Yes 2. No 99. NIF

28. Involvement in institutional incidents during custody for sample frame offence:
(indicate number of occurrences of all that apply)

✓1. Property damage x ____
✓2. Injury to person x ____
✓3. Escape x ____
✓4. Attempted escape x ____
✓5. Attempted suicide x ____
✓6. Contraband x ____
7. Other ______________________ 99. NIF

APPENDIX
B-3

29. While in custody for sample frame offence, offender required:
(circle all that apply)

✓1. Regular medical treatment
✓2. Hospitalization for non-psychiatric reason
✓3. Therapeutic counselling (not just 'support')
✓4. Segregation
5. Transfer to higher security (from lower security level to present, or from present to higher and back)
✓6. Psychiatric hospitalization
7. Other ____________________
____
____
____
99. NIF

30. Indications during custody of sample frame offence of referrals to:
(circle all that apply)

✓1. Psychological/psychiatric assessment
2. Psychological/psychiatric counselling
3. Drug and alcohol counselling
4. Shoplifters Program
5. Sex offender treatment
✓6. Educational assessment
7. Other ____
99. NIF

31. Other indications of disciplinary problems during custdoy for sample frame offence (e.g., refusal to obey rules and regulations, disrespectful to staff, peer intimidation, etc.):
(to be coded after pilot) 99. NIF

____

____

APPENDIX
B-4

CLIENT OFFENDER PROFILE STUDY

FILE TYPE: YOUTH PROBATION

REVIEWED BY: ________ (initials)

SAMPLE FRAME OFFENCE: ______________________________

DATE OF INTAKE: ______________________________

CS NUMBER: ______________________________

1. Gender: 1. Female 2. Male

2. Date of birth (yr/mo/day): _____/_____/_____ 99. NIF

3. "Working" language on intake: ________________ 99. NIF

4. Ethnic Origin:

   1. Caucasian
   2. Aboriginal
   3. Métis
   4. Asian
   5. Black
   6. Other ________________
   99. NIF

5. Status in Canada:

   1. Citizen
   2. Landed immigrant
   3. Other ________________
   99. NIF

6. Level of education completed on intake (Grade/Vocational Training/University): ________________
   (code after pilot)

   99. NIF

7. Employment status on intake:
   (circle all that apply)

   1. Full-time
   2. Part-time
   3. Casual/Seasonal
   4. Unemployed
   5. Unknown
   6. Other ________________
   9. NA (student/dependent)
   99. NIF

8. Record of stable employment:

1. Yes
2. No
9. NA (student, dependent)
99. NIF

9. Usual occupation:______________________ (code after pilot)
9. NA (student/dependent)
99. NIF

10. Income source on intake:
(circle all that apply)

1. Full-time employment
2. Part-time employment
3. U.I.C.
4. W.C.B.
5. Social assistance
6. Other ________________
7. None apparent
9. NA (student, dependent)
99. NIF

11. Living situation on intake:

1. Alone and transient (taking temporary shelter)
2. Alone and stable
3. With parent(s) and/or sibling
4. With other family member (specify)__________
5. With friend (non-"partner")
6. With partner in relationship
7. In placement setting (group home, foster home, training school)
8. Other ______________________
99. NIF

12. Involvement of MSSH:

1. No involvement
2. Ward by agreement
3. Temporary ward
4. Permanent ward
5. FS File
6. Other ____________________________ 99. NIF

13. Abuse to time of intake: (circle all that apply)

1. Physical
2. Emotional
3. Sexual
4. None
5. Other ____________________________ 99. NIF

14. If there was abuse, relationship of abuser to offender:
(circle all that apply)

1. Friend
2. Acquaintance
3. Stranger
4. Authority figure (i.e. teacher, priest)
5. Family member (specify) ____________
6. Foster parent
7. Not known
8. Other ______________________________ 99. NIF

15. Substance abuse by parent/primary caregiver:
(circle all that apply)

1. Alcohol
2. Drugs
3. None
99. NIF

16. Criminal involvement of "family" member or caregiver:

1. Yes
2. No
3. Not known
99. NIF

If yes, specify involvement and person: 99. NIF

____

____

17. Indications of psychiatric illness:
(circle all that apply)

1. Consulted mental health professional
2. Received psychotropic medication (e.g., anti-psychotic drugs)
3. Admitted to psychiatric facility
4. Suicide attempts in community
5. Suicide attempts while incarcerated
6. Certified insane
7. Other ______________________________
8. None
99. NIF

18.(a). Ongoing history of substance abuse:

1. Yes 2. No 99. NIF

18.(b). If yes:

1. Alcohol 2. Drugs 3. Both 99. NIF

18.(c) If drugs, what type: (circle all that apply)

1. Amphetamines
2. Cocaine
3. Glue
4. Hash
5. Heroin
6. LSD
7. Marijuana
8. MDA
9. Mescaline
10. Methadone
11. Morphine
12. Mushrooms
13. Opium
14. PCP
15. Prescription
16. Solvents
17. Speed
18. Other ______________
99. NIF

18.(d) History of intravenous drug use?

1. Yes 2. No 99. NIF

19.(a) Sample frame offence(s): ______________________________ 99. NIF
(number of offences)

19.(b) Major offence: ______________________ C.C. ______________________
(offence with the longest sentence)
Disposition ______________________

99. NIF

19.(c) Aggregate disposition (length of probation order): __________

99. NIF

20. Conditions of Probation: (circle all that apply)

1. Restitution
2. Community service
3. Counselling (type) ______________________________
4. Residence (specify) ______________________________
5. Treatment (type) ______________________________
6. Curfew
7. No contact/association
8. Other: ______________________________
99. NIF

21. Type of order (circle all that apply):

1. Suspended sentence
2. Conditional discharge
3. Fine
4. Jail plus
5. Bail
6. Probation
99. NIF

22. Pre-sentence/pre-disposition report:

1. Yes 2. No 99. NIF

23. Probation supervision class:

1. Minimal
2. Normal
3. Intensive
4. Other ______________________________
99. NIF

24. Sample frame offence(s) was (were) committed:
(circle all that apply)

1. Under influence of alcohol/drugs
2. To obtain alcohol/drugs for personal use
3. In connection with trafficking in drugs
4. None of above
99. NIF

25. Sample frame offence(s) involved: (circle all that apply)

1. Death
2. Injury
3. Threats
4. Sexual Assault
5. Property damage
6. Organized gangs
7. Weapons: i. Firearms ii. Knife iii. Other
8. None of above
99. NIF

26. Was/were the sample frame offence(s) against the person?

1. Yes 2. No 99. NIF

27. Was subject under supervision at time of sample frame offence(s)?

1. Yes 2. No 99. NIF

If yes, what type of supervision?

1. Probation
2. Bail
3. Temporary Absence
4. Other (specify) ________________________
99. NIF

28. Total breaches (during probation for sample frame offence):
______________ 99. NIF

29. Total new charges laid during probation for sample frame offence: ______________ 99. NIF

30.(a) Does subject have record of previous juvenile convictions?

1. Yes 2. No 99. NIF

30.(b) If yes, type(s) of previous juvenile convictions: 99. NIF
(list in chronological order)

____

____

____

____

31. Did any of the above offences involve:

1. Violence (non-sexual)
2. Sexual assault
3. Neither 99. NIF

32. Age at first conviction ________ 99. NIF

33. Juvenile offence causing the most serious personal injury (if any): ______________________________ 99. NIF

34. Total previous convictions (not including sample frame offence(s)):______________ 99. NIF

35. Previous "institutional time" served: 1. Yes 2. No 99. NIF

36. Indications during probation for sample frame offence of referrals to: (circle all that apply)

1. Psychological/psychiatric assessment
2. Psychological/psychiatric counselling
3. Drug and alcohol counselling
4. Shoplifters Program
5. Community Service Program
6. Sex offender treatment (Sex Offender Program in community)
7. Educational assessment
8. Other ______________________________
99. NIF

37. Indications of the attitude of youth toward sample frame offence(s): 99. NIF

____

____

____

38. Indications of supervisory problems while on probation for sample frame offence (e.g., no show for appointments, failure to serve community hours, truancy, etc.)

____

____

(code after pilot) 99. NIF

39. Supervision outcome:

1. Satisfactory
2. Unsatisfactory
3. Continuing
99. NIF

40. How many offices supervised the orders?:________________ 99. NIF

CLIENT OFFENDER PROFILE STUDY

File Type: FAMILY COURT

REVIEWED BY: ____________ (INITIALS)

DATE FILE OPENED (YR/MO/DAY): _____/_____/_____

DATE FILE CLOSED (YR/MO/DAY): _____/_____/_____

SAMPLE FRAME :

APPLICANT SPOUSE

3 1. Client Number: ________________________ 99. NIF

11 2. Gender: 1. Female 2. Male

11 3. Date of birth (yr/mo/day): _____/_____/_____

11 4. Current "working" language: ______________________

4 5. Status in Canada:

1. Citizen
2. Landed Immigrant
3. Other ____________________________

99 NIF

3 6. Highest level of education completed (Grade/Vocational Training/University): ______________________________

99. NIF

9 7. Usual occupation: ____________________________

99. NIF

10 8. Employment status: (circle all that apply)

1. Full-time
2. Part-time
3. Casual/Seasonal
4. Unemployed
5. Student
6. Other ___________________________________
~~7. Unknown~~

99. NIF

2 9. Length of employment: ______________________

99. NIF

10. Income source: (circle all that apply)

9 1. Full-time employment
2. Part-time employment
3. U.I.C.
4. W.C.B.
5. Student
6. Social Assistance
7. Pension
8. Other ______________________
~~9. None apparent~~
99. NIF

11. Present living situation

1. Alone and transient (taking temporary shelter)
8 2. Alone and stable
3. With relative
4. With relative and children
5. With friend (non-"partner")
6. With friend (non-"partner") and children
7. With child/ren (single parent)
8. With spouse
9. With spouse and children
10. With new partner
11. With new partner and children
12. In transition house
13. In transition house with children
14. Other ______________________
99. NIF

11 12. Number of children living with applicant __________
99. NIF

RESPONDENT SPOUSE

0 13. Client Number: ______________________ 99. NIF

11 14. Gender: 1. Female 2. Male

10 15. Date of birth (yr/mo/day): _____/_____/_____

11 16. Current "working" language: ______________________

4 17. Status in Canada:

1. Citizen
2. Landed Immigrant
3. Other ______________________
99. NIF

3 18. Highest level of education completed (Grade/Vocational Training/University): ______________________
99. NIF

APPENDIX
B-5

19. Usual occupation: ____________________

9 99. N/F

20. Employment status: (circle all that apply)

1. Full-time
2. Part-time
3. Casual/Seasonal
4 4. Unemployed
5. Student
6. Other ____________________
~~7. Unknown~~
99. N/F

4 21. Length of employment: ____________________

99. N/F

22. Income source: (circle all that apply)

1. Full-time employment
2. Part-time employment
1 3. U.I.C.
4. W.C.B.
5. Student
6. Social Assistance
7. Pension
8. Other ____________________
~~9. None apparent~~
99. N/F

23. Present living situation:

1. Alone and transient (taking temporary shelter)
2. Alone and stable
8 3. With relative
4. With relative and children
5. With friend (non-"partner")
6. With friend (non-"partner") and children
7. With child/ren (single parent)
8. With spouse
9. With spouse and children
10. With new partner
11. With new partner and children
12. In transition house
13. In transition house with children
14. Other ____________________
99. N/F

11 24. Number of children living with applicant __________

99. N/F

25. Relationship between applicant and respondent:

1. Married
11 2. Common Law
3. Divorced
4. Separated
5. Other ____________________

10 26. Date marriage/cohabitation began (yr/mo/day): _____/_____/_____
88. NA 99 N/F

11 27. Now living: 1. Together 2. Apart
88. NA 99 N/F

10 28. Last separation date (yr/mo/day): _____/_____/_____
88 NA 99 N/F

✓ 29. Divorce date (yr/mo/day): _____/_____/_____
88 NA 99 N/F

30. New case: 1. Yes 2. No

11 (a) If no, previous action:

Too imprecise

- 1. Counselling
- 2. Agreement filed
- 3. Court Litigation
- 4. Court Order Agreement
- 5. Agreement - no Court Order
- 99. N/F

(b) Previous action initiated by:

1. Applicant 2. Respondent 99 N/F

31. Present action involves:
(circle all that apply)

11

- 1. Separation
- 2. Divorce
- 3. Child Maintenance
- 4. Spouse Maintenance
- 5. Custody
- 6. Access
- 7. Occupation Family Home
- 8. Matrimonial Property
- 9. Restraining Order
- 10. Threatening
- 11. Assault
- 12. Other Court Problem
- 13. No Court Problem
- 14. Parent-Child Problem

32. Services requested re above issue(s):
(circle all that apply)

rgely by
plication

Service	Issue #
1. Original application	______________
2. Report/Investigation	______________
3. Enforcement	______________
4. Variation	______________
5. Remo	______________
6. Other counselling	______________
99. N/F	

33. Applicant requested: (circle all that apply)

argely by
implication

- 1. Counselling
- 2. Mediation
- 3. Written Agreement
- 4. Consent Order
- 5. Ex Parte Order
- 6. Interim Order
- 7. Family Court Order
- 8. Other
- 99. N/F

11 34. Applicant requested 'urgent' action: 1. Yes 2. No

11 35. Application classified 'urgent': 1. Yes 2. No

36. Are other agencies involved?: (circle all that apply)

11
1. MSSH
2. Police
3. Psychiatric/Counselling Service
4. Other________________
5. NONE

37. Is substance abuse a factor in this family?

6 1. Yes 2. No 99 NIF

(a) If yes:

1. Drugs
2. Alcohol
3. Both

(b) Substance abused by: (circle all that apply)

1. Mother
2. Father
3. Siblings
4. Other relative ________________

38. Are/Were there any investigations, in relation to this application only, into allegations of: (circle all that apply)

11

1. Sexual abuse	Yes	No
2. Physical abuse	Yes	No
3. Emotional abuse	Yes	No

If yes to any of the above, who is the alleged perpetrator?

	Kind of abuse (1, 2, 3 from above
1. Mother	______
2. Father	______
3. Siblings	______
4. Other relative ________________	______

39. Are the parties represented by lawyers?

11
1. One party (state which) ________________
2. Both parties
3. Neither party
99. NIF

APPENDIX C

Extracted Variable and Value Names

APPENDIX
C-1

```
LIST        1      154      04-27-92 15:04  AD_CUST.PCX
title 'Adult Custody Files'.
set listing='spss.lis'/length=59/echo=off/eject=on/include=off.
data list file='\spssdata\cops\ad_cust.dat'/id 1-3 f_type 4
inyr 5-6 inmo 7-8 inday 9-10
csnum 11-18 q1 19 byr 20-21 bmo 22-23 bday 24-25 q3 26 q4 27
q5 28 q6 29 q7 30-31 q8 32-33 q9 34 q11 35 q12a 36 q12b 37
q12c 38 q12d 39 q12e 40 q13a 41 q13b 42 q13c 43 q14 44 q15 45 q16a 46
q16b 47 q16c 48 q16d 49 q16e 50 q16f 51 q16g 52 q16h 53 q17 54 q18a 55 q18b 56
q18c.1 57-58 q18c.2 59-60 q18c.3 61-62 q18c.4 63-64 q18c.5 65-66 q18d 67
/q19c 1-3 q20a 4 q20b 5 q20c 6 q20d 7 q21a 8 q21b 9 q21c 10 q21d 11 q21e 12
q21f 13 q21g 14 q21h 15 q21i 16 q21j 17 q22 18
q23a 19 q23b 20 q24a 21 q25 22 q26 23-24 q28a 25 q29 26 q30 27-28
q31 29-30 q32 31 q33a 32 q33b 33 q33c 34 q34a 35 q34b 36 q34c 37
q34d 38 q34e 39 q34f 40 q34g 41 q34h 42 q34i 43
q35a 44 q35b 45 q35c 46 q35d 47 q35e 48 q35f 49 q35g 50 q36a 51 q36b 52
q36c 53 q36d 54 q36e 55 q36f 56 q36g 57 q36h 58 q37 59 offence 60-61.

var labels
id   'Extraction form number'
q1   'Gender'
q3   'Marital status on intake'
q4   '"Working" language on intake'
q5   'Ethnic origin'
Command     *** Top of file ***          Options: h8kMpswTalj Keys: X=exit ?=Help
```

APPENDIX
C-1

```
id   'Extraction form number'
q1   'Gender'
q3   'Marital status on intake'
q4   '"Working" language on intake'
q5   'Ethnic origin'
q6   'Status in Canada'
q7   'Education level'
q8   'Income source on intake'
q9   'Record of stable employment?'
q11  'Living situation on intake'
q12a 'Physical'
q12b 'Emotional'
q12c 'Sexual'
q12d 'No abuse'
q12e 'Other'
q13a 'Physical abuser to offender'
q13b 'Emotional abuser to offender'
q13c 'Sexual abuser to offender'
q14  'Substance abuse by parent/caregiver?'
q15  'Criminal involvement by family/caregiver?'
q16a 'Consulted professional'
q16b 'Received medication'
q16c 'Admitted to facility'
q16d 'Suicide attempt in community'
q16e 'Suicide attempt w/incarcerated'
q16f 'Certified insane'
q16g 'Other indication'
q16h 'None'
q17  'Substance abuse to age 18'
q18a 'History of substance abuse?'
q18b 'History of abuse of...'
q18d 'History of intravenous use?'
q19c 'Aggregate sentence (Days)'
q20a 'Under the influence'
q20b 'To obtain for personal use'
q20c 'With trafficking'
q20d 'None of the above'
q21a 'Death'
q21b 'Injury'
q21c 'Threats'
q21d 'Sexual assault'
q21e 'Property damage'
q21f 'Organized gangs'
q21g 'Firearms'
q21h 'Knife'
q21i 'Other weapon'
q21j 'None of the above'
q22  'Offence against the person?'
q23a 'Under supervision at time of offence'
q23b 'Type of supervision'
q24a 'Record of juvenile convictions?'
q25  'Juvenile offences involve...'
q26  'Age at 1st juvenile conviction'
q28a 'Record of adult convictions?'
q29  'Adult offences involve...'
q30  'Age at 1st adult conviction'
q31  'Total previous convictions'
q32  'Previous "institutional time"?'
q33a 'Federal'
q33b 'Provincial'
q33c 'Juvenile detention'
```

APPENDIX
C-1

```
q34b injury to person ← q34a Property damage
q34c 'Escape'
q34d 'Attempted escape'
q34e 'Hostage taking'
q34f 'Riot'
q34g 'Attempted suicide'
q34h 'Contraband'
q34i 'Other'
q35a 'Medical treatment'
q35b 'Hospitalization'
q35c 'Therapeutic counselling'
q35d 'Segregation'
q35e 'Transfer to higher security'
q35f 'Psych hospitalization'
q35g 'Other'
q36a 'Psych assessment'
q36b 'Psych counselling'
q36c 'Substance abuse counselling'
q36d 'Shoplifters program'
q36e 'Family violence counselling'
q36f 'Sex offender treatment'
q36g 'Educational assessment'
q36h 'Other'
q37  'Other indications of problems'
offence 'Sample Frame Offence'.

value labels
q1 1 'Female' 2 'Male'/
q3 1 'Single' 2 'Married' 3 'Divorced' 4 'Common-Law' 5 'Widowed'
6 'Separated' 7 'Unknown'/
q4 1 'English' 2 'French' 3 'French/English' 4 'Other'/
q5 1 'Caucasian' 2 'Aboriginal' 3 'Metis' 4 'Asian' 5 'Black'
6 'Other'/
q6 1 'Citizen' 2 'Landed immigrant' 3 'Other'/
q7 13 'College/Technical' 14 'Some university'/
q8 1 'FT employment' 2 'PT employment' 3 'UIC' 4 'WCB' 5 'Student'
6 'Social assistance' 7 'Pension' 8 'Proceeds of crime'
9 'Other' 10 'None apparent'/
q9 q18a q18d q22 q23a q24a q28a q32 q37 1 'Yes' 2 'No'/
q11 1 'Alone & transient' 2 'Alone & stable' 3 'With spouse'
4 'Single parent' 5 'Parents/sibling' 6 'With a friend' 7 'With a "partner"'
8 'Correctional' 9 'Other'/
q13a to q13c 1 'Friend' 2 'Aquaintence' 3 'Stranger' 4 'Authority figure'
5 'Family member' 6 'Foster parent' 7 'Not known' 8 'Other'/
q14 q17 1 'Alcohol' 2 'Drugs' 3 'None' 4 'Both'/
q15 1 'Yes' 2 'No' 3 'Not known'/
q18b 1 'Alcohol' 2 'Drugs' 3 'Both'/
q18c.1 to q18c.5 1 'Amphetamines' 2 'Cocaine' 3 'Glue' 4 'Hash'
5 'Heroin' 6 'LSD' 7 'Marijuana' 8 'MDA' 9 'Mescaline' 10 'Methadone'
11 'Morphine' 12 'Mushrooms' 13 'Opium' 14 'PCP' 15 'Rx'
16 'Solvents' 17 'Speed' 18 'Other' 99 'NIF'/
q19c 888 'Remand' 889 'Other' 998 '> 2 Yrs.'/
q23b 1 'Probation' 2 'Parole' 3 'Bail' 4 'Temporary absence' 5 'Other'/
q25 q29 1 'Violence' 2 'Sexual assault' 3 'Neither' 4 'Both'/
q37 0 'No problems' 1 'Some problem(s)'/
offence 1 'Impaired driving' 2 'Drive over .08' 3 'Drive w/disqual.'
4 'Other-MV' 5 'B&E' 6 'B&E + theft' 7 'B&E w/intent' 8 'B&E + commit'
9 'Theft < $200' 10 'Theft > $200' 11 'Theft < $1000' 12 'Theft > $200'
13 'Assault' 14 'Assault-CBH' 15 'Agg. assault' 16 'PSP' 17 'Mischief'
18 'Traffic in narc.' 19 'Poss. narcotic' 20 'Robbery' 21 'Contempt'
22 'Breach probation' 23 'Breach YOA' 24 'Breach Fish&Game' 25 'Poss. weapon'
26 'Poss. cocaine' 27 'Sexual assault' 28 'Pain to animals'
```

APPENDIX
C-1

29 BC-MVA 30 Fraud 31 Assault w/weapon 32 Gross indecency
33 'No breath sample' 34 'Dang. Op. MV' 35 'False Pretences'
36 'Poss. cannabis' 37 'Crim Neg c/death' 38 'Assault PO' 39 'CC theft'
40 'Disturbance' 41 'Robbery w/violence' 42 'Indecent assault'
43 'Forgery/uttering' 44 'Arson' 45 'Conspiracy' 46 'Wilful damage'
47 'Traffic cocaine' 48 'Fail to appear' 49 'Traffic cannabis'
50 'Poss. explosives' 51 'Rape' 52 'Poss. substance' 53 'Fail to pay'
54 '2nd murder' 55 'Manslaughter' 56 'UAL' 57 'Obstruct PO' 58 'Unlwfl confine'
98 'NA' 99 'NIF'.

```
title 'Adult Probation Files'.
set listing='spss.lis'/length=59/echo=off/eject=on/include=off.
data list file='\spssdata\cops\ad_prob.dat'/id 1-3 f_type 4
inyr 5-6 inmo 7-8 inday 9-10
csnum 11-18 q1 19 byr 20-21 bmo 22-23 bday 24-25 q3 26 q4 27
q5 28 q6 29 q7 30-31 q8 32 q9 33 q11 34-35 q12 36 q13a 37 q13b 38
q13c 39 q13d 40 q13e 41
q14a 42 q14b 43 q14c 44 q15 45 q16 46 q17a 47 q17b 48 q17c 49
q17d 50 q17e 51 q17f 52 q17g 53 q17h 54 q18 55 q19a 56 q19b 57 q19c.1 58-59
q19c.2 60-61 q19c.3 62-63 q19c.4 64-65 q19c.5 66-67 q19d 68 q20c 69-70
q21a 71 q21b 72 q21c 73 q21d 74 q21e 75 q21f 76 q21g 77 q21h 78
/q22a 1 q22b 2 q22c 3 q22d 4 q22e 5 q22f 6 q22g 7 q23 8 q24 9 q25a 10 q25b 11
q25c 12 q25d 13 q26a 14 q26b 15 q26c 16 q26d 17 q26e 18 q26f 19 q26g 20 q26h 21
q26i 22 q26j 23 q27 24 q28a 25 q28b 26 q29 27-28 q30 29-30 q31a 31 q32 32
q33 33-34 q35a 35 q36 36 q37 37-38 q38 39-40 q39 41 q40a 42 q40b 43
q40c 44 q41a 45 q41b 46 q41c 47 q41d 48 q41e 49 q41f 50 q41g 51 q41h 52
q41i 53 q42 54 q43 55 q44 56-57 offence 58-59 prob1 60 prob2 61 prob3 62
other1 63 other2 64 other3 65.

var labels
id   'Extraction form number'
q1   'Gender'
q3   'Marital status on intake'
q4   '"Working" language on intake'
q5   'Ethnic origin'
q6   'Status in Canada'
q7   'Education level'
q8   'Employment status on intake'
q9   'Record of stable employment?'
q11  'Income source on intake'
q12  'Living situation on intake'
q13a 'Physical'
q13b 'Emotional'
q13c 'Sexual'
q13d 'No abuse'
q13e 'Other abuse'
q14a 'Physical abuser to victim'
q14b 'Emotional abuser to victim'
q14c 'Sexual abuser to victim'
q15  'Substance abuse by parent/caregiver?'
q16  'Criminal involvement by family/caregiver?'
q17a 'Consulted professional'
q17b 'Received medication'
q17c 'Admitted to facility'
q17d 'Suicide attempt in community'
q17e 'Suicide attempt w/incarcerated'
q17f 'Certified insane'
q17g 'Other indication'
q17h 'No indications'
q18  'Substance abuse to age 18'
q19a 'History of substance abuse?'
q19b 'History of abuse of...'
q19d 'History of intravenous use?'
q20c 'Aggregate disposition (Months)'
q21a 'Restitution'
q21b 'Community service'
q21c 'Counselling'
q21d 'Residence'
q21e 'Treatment'
q21f 'No contact/association'
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q21g 'Not to operate vehicle'
q21h 'Other'
q22a 'Suspended sentence'
q22b 'Conditional discharge'
q22c 'Fine'
q22d 'Jail plus'
q22e 'Bail'
q22f 'Parole/probation'
q22g 'Diversion file'
q23  'Pre-sentence/disposition report?'
q24  'Probation supervision class'
q25a 'Under the influence'
q25b 'To obtain for personal use'
q25c 'With trafficking'
q25d 'None of the above'
q26a 'Death'
q26b 'Injury'
q26c 'Threats'
q26d 'Sexual assault'
q26e 'Property damage'
q26f 'Organized gangs'
q26g 'Firearms'
q26h 'Knife'
q26i 'Other weapon'
q26j 'None of the above'
q27  'Offence against the person?'
q28a 'Under supervision at time of offence'
q28b 'Type of supervision'
q29  'Total # of breaches'
q30  'Total new charges during probation'
q31a 'Record of juvenile convictions?'
q32  'Juvenile offences involve...'
q33  'Age at 1st juvenile conviction'
q35a 'Record of adult convictions?'
q36  'Adult offences involve...'
q37  'Age at 1st adult conviction'
q38  'Total previous convictions'
q39  'Previous "institutional time"?'
q40a 'Federal'
q40b 'Provincial'
q40c 'Juvenile detention'
q41a 'Psych assessment'
q41b 'Psych counselling'
q41c 'Substance abuse counselling'
q41d 'Shoplifters program'
q41e 'Community service program'
q41f 'Family violence counselling'
q41g 'Sex offender treatment'
q41h 'Educational assessment'
q41i 'Other'
q42  'Supervisory problems'
q43  'Supervision outcome'
q44  '# of offices supervising order'
offence 'Sample Frame Offence'.

value labels
q1 1 'Female' 2 'Male'/
q3 1 'Single' 2 'Married' 3 'Divorced' 4 'Common-Law' 5 'Widowed'
6 'Separated' 7 'Unknown'/
q4 1 'English' 2 'French' 3 'French/English' 4 'Other'/
```

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q5 1 'Caucasian' 2 'Aboriginal' 3 'Metis' 4 'Asian' 5 'Black'
6 'Other'/
q6 1 'Citizen' 2 'Landed immigrant' 3 'Other'/
q7 13 'College/Technical' 14 'Some university'/
q8 1 'Full-time' 2 'Part-time' 3 'Casual/Seasonal' 4 'Unemployed'
5 'Student' 6 'Other'/
q9 q19a q19d q23 q27 q28a q31a q35a q39 1 'Yes' 2 'No'/
q11 1 'FT employment' 2 'PT employment' 3 'UIC' 4 'WCB' 5 'Student'
6 'Social assistance' 7 'Pension' 8 'Other' 9 'None apparent'/
q12 1 'Alone & transient' 2 'Alone & stable' 3 'With spouse'
4 'Single parent' 5 'Parents/sibling' 6 'With a friend' 7 'With a "partner"'
8 'Other'/
q14a to q14c 1 'Friend' 2 'Aquaintence' 3 'Stranger' 4 'Authority figure'
5 'Family member' 6 'Foster parent' 7 'Not known' 8 'Other' 9 'Not in File'/
q15 q18 1 'Alcohol' 2 'Drugs' 3 'None' 4 'Both'/
q16 1 'Yes' 2 'No' 3 'Not known'/
q19b 1 'Alcohol' 2 'Drugs' 3 'Both'/
q19c.1 to q19c.5 1 'Amphetamines' 2 'Cocaine' 3 'Glue' 4 'Hash'
5 'Heroin' 6 'LSD' 7 'Marijuana' 8 'MDA' 9 'Mescaline' 10 'Methadone'
11 'Morphine' 12 'Mushrooms' 13 'Opium' 14 'PCP' 15 'Rx'
16 'Solvents' 17 'Speed' 18 'Other'/
q20c 98 'No probation'/
q24 1 'Minimal' 2 'Normal' 3 'Intensive' 4 'Other'/
q28b 1 'Probation' 2 'Parole' 3 'Bail' 4 'Temporary absence' 5 'Other'/
q32 q36 1 'Violence' 2 'Sexual assault' 3 'Neither' 4 'Both'/
q42 0 'No problems' 1 'Some problem(s)'/
q43 1 'Satisfactory' 2 'Unsatisfactory' 3 'Continuing'/
offence 1 'Theft < $200' 2 'Theft > $200' 3 'Theft < $1000'
4 'Theft > $1000' 5 'B & E' 6 'B & E/Intent' 7 'B & E + Theft'
8 'B & E + Commit' 9 'Poss. B&E Tools' 10 'Poss. Stolen Prop.'
11 'Robbery' 12 'Assault' 13 'Assault-CBH' 14 'Assault w/Weapon'
15 'Sexual Assault' 16 'Indecent Exposure' 17 'Gross Indecency'
18 'Indecent Act' 19 'Sexual Interference' 20 'Mischief'
21 'Mischief/Wilful Dam.' 22 'Wilful Damage' 23 'Impaired Driving'
24 'Driving > 0.08' 25 'Negligent Op. MV' 26 'Drive w/Disqual.'
27 'Speeding' 28 'Auto Theft' 29 'Drive w/Impaired' 30 'Poss. Narcotic'
31 'Poss. Cannabis' 32 'Poss. Cocaine' 33 'Trafficking'
34 'Poss. Cannabis ftp' 35 'Traffic in LSD' 36 'Traffic Cannabis'
37 'Fraud' 38 'False Pretences' 39 'Unlawful use of CC' 40 'Utter Forgery'
41 'Poss. Weapon' 42 'Point Firearm' 43 'Obstruct P.O.' 44 'Breach Probation'
45 'Cause a Disturbance' 46 'Threats' 47 'Prostitution' 48 'Fisheries Act'
49 'Contrib. to Minors' 50 'Intimidation' 51 'Arson/Set Fires'
52 '2nd Degree Murder' 53 'Att Com/Conspcy'/
other1 to other3 1 'Seek Employment' 2 'Seek Education' 3 'Structured Reporting'
4 'Curfew' 5 'Area restrictions' 6 'Impaired Course' 7 'No Alcohol/Drugs'
8 'Apology' 9 'Other'/
prob1 to prob3 1 'With Reporting' 2 'With Restitution' 3 'With Appointments'
4 'With Counsel./Prog.' 5 'Disappeared/Transient' 6 'With Behavior'
7 'With CWS' 8 'With Court Date' 9 'Other'.

save outfile='\spssdata\cops\ad_prob.sys'.
```

```
title 'Youth Custody Files'.
set listing='spss.lis'/length=59/echo=off/eject=on/include=off.
data list file='\spssdata\cops\y_cust.dat'/id 1-3 f_type 4
inyr 5-6 inmo 7-8 inday 9-10
csnum 11-18 q1 19 byr 20-21 bmo 22-23 bday 24-25 q3 26 q4 27
q5 28 q6 29-30 q7 31 q8 32 q10 33 q11a 34 q11b 35
q11c 36 q11d 37 q11e 38 q12a 39 q12b 40 q12c 41 q13 42 q14 43 q15a 44
q15b 46 q15c 46 q15d 47 q15e 48 q15f 49 q15g 50 q15h 51 q16a 52 q16b 53
q16c.1 54-55 q16c.2 56-57 q16c.3 58-59 q16c.4 60-61 q16c.5 62-63 q16d 64
/q17c 1-3 q18a 4 q18b 5 q18c 6 q18d 7 q19a 8 q19b 9 q19c 10 q19d 11 q19e 1
q19f 13 q19g 14 q19h 15 q19i 16 q19j 17 q20 18
q21a 19 q21b 20 q22a 21 q23 22 q24 23-24 q26 25-26 q27 27
q28a 28 q28b 29 q28c 30 q28d 31 q28e 32 q28f 33 q28g 34
q29a 35 q29b 36 q29c 37 q29d 38 q29e 39 q29f 40 q29g 41 q30a 42 q30b 43
q30c 44 q30d 45 q30e 46 q30f 47 q30g 48 q31 49 offence 50-51.

var labels
id   'Extraction form number'
q1   'Gender'
q3   '"Working" language on intake'
q4   'Ethnic origin'
q5   'Status in Canada'
q6   'Education level'
q7   'Income source on intake'
q8   'Record of stable employment?'
q10  'Living situation on intake'
q11a 'Physical'
q11b 'Emotional'
q11c 'Sexual'
q11d 'No abuse'
q11e 'Other'
q12a 'Physical abuser to offender'
q12b 'Emotional abuser to offender'
q12c 'Sexual abuser to offender'
q13  'Substance abuse by parent/caregiver?'
q14  'Criminal involvement by family/caregiver?'
q15a 'Consulted professional'
q15b 'Received medication'
q15c 'Admitted to facility'
q15d 'Suicide attempt in community'
q15e 'Suicide attempt w/incarcerated'
q15f 'Certified insane'
q15g 'Other indication'
q15h 'None'
q16a 'History of substance abuse?'
q16b 'History of abuse of...'
q16d 'History of intravenous use?'
q17c 'Aggregate sentence (Days)'
q18a 'Under the influence'
q18b 'To obtain for personal use'
q18c 'With trafficking'
q18d 'None of the above'
q19a 'Death'
q19b 'Injury'
q19c 'Threats'
q19d 'Sexual assault'
q19e 'Property damage'
q19f 'Organized gangs'
q19g 'Firearms'
q19h 'Knife'
```

```
q19i 'Other weapon'
q19j 'None of the above'
q20  'Offence against the person?'
q21a 'Under supervision at time of offence'
q21b 'Type of supervision'
q22a 'Record of juvenile convictions?'
q23  'Juvenile offences involve...'
q24  'Age at 1st juvenile conviction'
q26  'Total previous convictions'
q27  'Previous "institutional time"?'
q28a 'Property damage (# times)'
q28b 'Injury to person (# times)'
q28c 'Escape (# times)'
q28d 'Attempted escape (# times)'
q28e 'Attempted suicide (# times)'
q28f 'Contraband (# times)'
q28g 'Other (# times)'
q29a 'Medical treatment'
q29b 'Hospitalization'
q29c 'Therapeutic counselling'
q29d 'Segregation'
q29e 'Transfer to higher security'
q29f 'Psych hospitalization'
q29g 'Other'
q30a 'Psych assessment'
q30b 'Psych counselling'
q30c 'Substance abuse counselling'
q30d 'Shoplifters program'
q30e 'Sex offender treatment'
q30f 'Educational assessment'
q30g 'Other'
q31  'Other indications of problems'
offence 'Sample Frame Offence'.

value labels
q1 1 'Female' 2 'Male'/
q3 1 'English' 2 'French' 3 'Other'/
q4 1 'Caucasian' 2 'Aboriginal' 3 'Metis' 4 'Asian' 5 'Black'
6 'Other'/
q5 1 'Citizen' 2 'Landed immigrant' 3 'Other'/
q6 13 'College/Technical' 14 'Some university'/
q7 1 'FT employment' 2 'PT employment' 3 'UIC' 4 'WCB' 5 'Student'
6 'Social assistance' 7 'Pension' 8 'Proceeds of crime'
9 'Other' 10 'None apparent'/
q8 1 'Yes' 2 'No' 9 'NA'/
q10 1 'Alone & transient' 2 'Alone & stable' 3 'Parent/sibling'
4 'Other family' 5 'With a friend' 6 'With a "partner"'
7 'Placement' 8 'Other'/
q12a to q12c 1 'Friend' 2 'Aquaintence' 3 'Stranger' 4 'Authority figure'
5 'Family member' 6 'Foster parent' 7 'Not known' 8 'Other'/
q13 1 'Alcohol' 2 'Drugs' 3 'None' 4 'Both'/
q14 q16a q16d q20 q21a q22a q27 1 'Yes' 2 'No'/
q16b 1 'Alcohol' 2 'Drugs' 3 'Both'/
q16c.1 to q16c.5 1 'Amphetamines' 2 'Cocaine' 3 'Glue' 4 'Hash'
5 'Heroin' 6 'LSD' 7 'Marijuana' 8 'MDA' 9 'Mescaline' 10 'Methadone'
11 'Morphine' 12 'Mushrooms' 13 'Opium' 14 'PCP' 15 'Rx'
16 'Solvents' 17 'Speed' 18 'Other' 99 'NIF'/
q17c 888 'Remand' 998 '> 2 Yrs.'/
q21b 1 'Probation' 2 'Parole' 3 'TA' 4 'Other'/
q23 1 'Violence' 2 'Sexual assault' 3 'Neither' 4 'Both'/
```

```
q31 0 'No problems' 1 'Some problem(s)'/
offence 1 'B&E' 2 'B&E w/intent' 3 'B&E + commit' 4 'B&E + theft'
5 'Theft < $200' 6 'Theft > $200' 7 'Theft < $1000' 8 'Theft > $1000'
9 'Assault' 10 'Agg. assault' 11 'Assault-GBH' 12 'Robbery'
13 'Point firearm' 14 'Prostitution' 15 'Arson' 16 'Breach YOA'
17 'Traffic narc.' 18 'Fraud' 19 'PSP' 20 'Ass. w/weapon' 21 'Poss. weapon'
22 'Assault PO' 23 'Forge&Utter' 24 'Poss. narc.' 25 'Sex. assault'
26 'Indecent Act' 27 'Mischief' 28 'Att. conspire' 29 'Manslaughter'
30 'Auto theft' 31 'Witness' 99 'NIF'.

save outfile='\spssdata\cops\y_cust.sys'.
```

```
title 'Youth Probation Files'.
set listing='spss.lis'/length=59/echo=off/eject=on/include=off.
data list file='\spssdata\cops\y_prob.dat'/id 1-3 f_type 4
inyr 5-6 inmo 7-8 inday 9-10
csnum 11-18 q1 19 byr 20-21 bmo 22-23 bday 24-25 q3 26 q4 27
q5 28 q6 29-30 q7 31 q8 32 q10 33-34 q11 35 q12 36 q13a 37 q13b 38
q13c 39 q13d 40 q13e 41 q14a 42 q14b 43 q14c 44 q15 45 q16 46 q17a 47
q17b 48 q17c 49 q17d 50 q17e 51 q17f 52 q17g 53 q17h 54
q18a 55 q18b 56 q18c.1 57-58
q18c.2 59-60 q18c.3 61-62 q18c.4 63-64 q18c.5 65-66 q18d 67 q19c 68-69
q20a 70 q20b 71 q20c 72 q20d 73 q20e 74 q20f 75 q20g 76 q20h 77
/q21a 1 q21b 2 q21c 3 q21d 4 q21e 5 q21f 6 q21g 7 q22 8 q23 9 q24a 10 q24b 11
q24c 12 q24d 13 q25a 14 q25b 15 q25c 16 q25d 17 q25e 18 q25f 19 q25g 20 q25h 21
q25i 22 q25j 23 q26 24 q27a 25 q27b 26 q28 27-28 q29 29-30 q30a 31 q31 32
q32 33-34 q34 35-36 q35 37 q36a 38 q36b 39 q36c 40 q36d 41 q36e 42
q36f 43 q36g 44 q36h 45 q37 46 q38 47 q39 48 q40 49-50 offence 51-52
q20h.1 53 q20h.2 54 q20h.3 55 q37a 56 q37b 57 q37c 58 q38a 59-60 q38b 61-62
q38c 63-64.

var labels
id    'Extraction form number'
q1    'Gender'
q3    '"Working" language on intake'
q4    'Ethnic origin'
q5    'Status in Canada'
q6    'Education level (Grade)'
q7    'Employment status on intake'
q8    'Record of stable employment?'
q10   'Income source on intake'
q11   'Living situation on intake'
q12   'Involvement of MSSH'
q13a 'Physical'
q13b 'Emotional'
q13c 'Sexual'
q13d 'None'
q13e 'Other'
q14a 'Physical abuser to victim'
q14b 'Emotional abuser to victim'
q14c 'Sexual abuser to victim'
q15   'Substance abuse by parent/caregiver?'
q16   'Criminal involvement by family/caregiver?'
q17a 'Consulted professional'
q17b 'Received medication'
q17c 'Admitted to facility'
q17d 'Suicide attempt in community'
q17e 'Suicide attempt w/incarcerated'
q17f 'Certified insane'
q17g 'Other indication'
q17h 'None'
q18a 'History of substance abuse?'
q18b 'History of abuse of...'
q18d 'History of intravenous use?'
q19c 'Aggregate disposition'
q20a 'Restitution'
q20b 'Community service'
q20c 'Counselling'
q20d 'Residence'
q20e 'Treatment'
q20f 'No contact/association'
q20g 'Not to operate vehicle'
```

```
q20h 'Other'
q21a 'Suspended sentence'
q21b 'Conditional discharge'
q21c 'Fine'
q21d 'Jail plus'
q21e 'Bail'
q21f 'Parole/probation'
q21g 'Diversion'
q22  'Pre-sentence/disposition report?'
q23  'Probation supervision class'
q24a 'Under the influence'
q24b 'To obtain for personal use'
q24c 'With trafficking'
q24d 'None of the Above'
q25a 'Death'
q25b 'Injury'
q25c 'Threats'
q25d 'Sexual assault'
q25e 'Property damage'
q25f 'Organized gangs'
q25g 'Firearms'
q25h 'Knife'
q25i 'Other weapon'
q25j 'None of the Above'
q26  'Offence against the person?'
q27a 'Under supervision at time of offence'
q27b 'Type of supervision'
q28  'Total # of breaches'
q29  'Total new charges during probation'
q30a 'Record of juvenile convictions?'
q31  'Juvenile offences involve...'
q32  'Age at 1st juvenile conviction'
q34  'Number of previous convictions'
q35  'Previous "institutional time"?'
q36a 'Psych assessment'
q36b 'Psych counselling'
q36c 'Substance abuse counselling'
q36d 'Shoplifters program'
q36e 'Community service program'
q36f 'Sex offender treatment'
q36g 'Educational assessment'
q36h 'Other'
q37  'Attitude toward offence'
q38  'Supervisory problems'
q39  'Supervision outcome'
q40  '# of officers supervising order'
offence 'Sample Frame Offence'.

value labels
q1 1 'Female' 2 'Male'/
q3 1 'English' 2 'French' 3 'French/English' 4 'Other'/
q4 1 'Caucasian' 2 'Aboriginal' 3 'Metis' 4 'Asian' 5 'Black'
6 'Other'/
q5 1 'Citizen' 2 'Landed immigrant' 3 'Other'/
q6 13 'College/Technical' 14 'Some university'/
q7 1 'Full-time' 2 'Part-time' 3 'Casual/Seasonal' 4 'Unemployed'
5 'Student' 6 'Other' 9 'NA'/
q8 1 'Yes' 2 'No' 9 'NA'/
q10 1 'FT employment' 2 'PT employment' 3 'UIC' 4 'WCB'
5 'Social assistance' 6 'Other' 7 'None apparent' 9 'NA'/
```

```
q11 1 'Alone & transient' 2 'Alone & stable' 3 'Parent/Sibling'
4 'Other family' 5 'With a friend' 6 "With a 'partner'"
7 'In a placement' 8 'Other'/
q12 1 'No involvement' 2 'Ward by agreement' 3 'Temporary ward'
4 'Permanent ward' 5 'FS file' 6 'Other'/
q14a to q14c 1 'Friend' 2 'Aquaintence' 3 'Stranger' 4 'Authority figure'
5 'Family member' 6 'Foster parent' 7 'Not known' 8 'Other'/
q15 1 'Alcohol' 2 'Drugs' 3 'None' 4 'Both'/
q16 1 'Yes' 2 'No' 3 'Not known'/
q18a q18d q22 q26 q27a q30a q35 q37 q38 1 'Yes' 2 'No'/
q18b 1 'Alcohol' 2 'Drugs' 3 'Both' 9 'NIF'/
q18c.1 to q18c.5 1 'Amphetamines' 2 'Cocaine' 3 'Glue' 4 'Hash'
5 'Heroin' 6 'LSD' 7 'Marijuana' 8 'MDA' 9 'Mescaline' 10 'Methadone'
11 'Morphine' 12 'Mushrooms' 13 'Opium' 14 'PCP' 15 'Rx'
16 'Solvents' 17 'Speed' 18 'Other' 99 'NIF'/
q19c 98 'No probation'/
q23 1 'Minimal' 2 'Normal' 3 'Intensive' 4 'Other'/
q27b 1 'Probation' 2 'Parole' 3 'Bail' 4 'Temporary absence' 5 'Other'/
q31 1 'Violence' 2 'Sexual assault' 3 'Both'/
q37 q38 0 'No' 1 'Yes'/
q39 1 'Satisfactory' 2 'Unsatisfactory' 3 'Continuing'/
offence 1 'Theft < $200' 2 'Theft > $200' 3 'Theft < $1000'
4 'Theft > $1000' 5 'B & E' 7 'B & E/Intent' 6 'B & E + Theft'
8 'B & E + Commit' 9 'Poss. Stolen Prop.'
20 'Robbery' 10 'Assault' 11 'Assault-CBH'
12 'Sexual Assault' 14 'Mischief' 13 'Cause disturbance'
24 'Agg. assault' 31 'Att. rape'
15 'Mischief/WD' 16 'Wilful Damage' 17 'Impaired Driving'
19 'Other MV' 18 'Auto Theft' 21 'Breach Liquor Act' 22 'Forgery & Uttering'
23 'Breach Probation' 25 'Drugs' 26 'Arson' 27 'Escape' 28 'Assault P.O.'
29 'False Pretences' 30 'Soliciting' 99 'NIF'/
q20h.1 to q20h.3 2 'Seek Employment' 1 'Seek Education' 8 'Flexible Reporting'
3 'Youth Prog.' 5 'Area restrictions' 6 'MV related' 7 'No Alcohol/Drugs'
4 'Apology' 9 'Other'/
q37a to q37c 1 'No remorse' 2 'Poor attitude' 3 'No responsibility'
4 'Remorseful' 9 'Other'/
q38a to q38c 5 'With Reporting' 6 'With Restitution' 1 'With Appointments'
2 'AWOL/curfew' 3 'With Attitude' 7 'With school'
4 'With CWS' 8 'With employment' 9 'Breach conditions' 10 'Substance abuse'
11 'Other'.

save outfile='\spssdata\cops\y_prob.sys'.
```

```
title 'Family Court Files'.
set listing='spss.lis'/length=59/echo=off/eject=on/include=off.
data list file='\spssdata\cops\family.dat'/id 1-3 f_type 4
year 5 q2 6 a_byr 7-8 a_bmo 9-10
a_bday 11-12 q4 13 q5 14 q6 15-16 q8 17 q9 18-20 q10 21 q11 22-23 q12 24
q14 25 r_byr 26-27 r_bmo 28-29 r_bday 30-31 q16 32 q17 33
q18 34-35 q20 36 q21 37-39 q22 40 q23 41-42 q24 43 q25 44 m_yr 45-46 m_mo 47
m_day 49-50 q27 51 s_yr 52-53 s_mo 54-55 s_day 56-57 d_yr 58-59 d_mo 60-61
d_day 62-63 q30 64 q30a 65 q30b 66 q31.1 to q31.14 67-80
/q32.1a 1-2 q32.1b 3-4 q32.1c 5-6 q32.2a 7-8 q32.2b 9-10 q32.2c 11-12
q32.3a 13-14 q32.3b 15-16 q32.3c 17-18 q32.4a 19-20 q32.4b 21-22 q32.4c 23-2
q32.5a 25-26 q32.5b 27-28 q32.5c 29-30 q32.6a 31-32 q32.6b 33-34 q32.6c 35-3
q33.1 to q33.8 37-44 q34 45 q35 46 q36.1 to q36.5 47-51 q37 52 q37a 52 q37b
q38.1 55 q38.2 56 q38.3 57 q38a 58 q38b 59 q38c 60 q39 61.

var labels
id      'Extraction form number'
year    'Sample Frame'
q2      'Applicant gender'
q4 ✓    'Applicant "working" language'
q5 ✓    'Applicant status in Canada'
~~q6~~      'Applicant education level'
q8      'Applicant employment status' ①
q9   ✓  'Applicant time employed (months)'①
q10     'Applicant income source'—①
~~q11~~     'Applicant living situation'
q12 ✓   '# children residing w/applicant'
q14     'Respondent gender'
q16 ✓   'Respondent "working" language'
q17 ✓   'Respondent status in Canada'
q18     'Respondent education level'
q20     'Respondent employment status'
q21   ✓ 'Respondent time employed (months)'
q22     'Respondent income source'
q23     'Respondent living situation'
q24 ✓   '# children residing w/respondent'
~~q25~~     'Applicant & respondent are...'
~~q27~~     'Now living...'
~~q30~~     'New case?'
~~q30a~~    'Previous case action'
~~q30b~~    'Previous action initiated by:'
q31.1   'Separation'
q31.2   'Divorce'
q31.3 ✓ 'Child maintenance'
q31.4 ✓ 'Spouse maintenance'
q31.5 ✓ 'Custody'
q31.6 ✓ 'Access'
q31.7   'Occ. family home'
q31.8   'Matrimonial prop.'
q31.9   'Restraining order'
q31.10  'Threatening'
q31.11  'Assault'
q31.12  'Other court problem'
q31.13  'No court problem'
q31.14  'Parent-child problem'
q33.1   'Counselling'
q33.2 ✓ 'Mediation'
q33.3   'Written agreement'
q33.4   'Consent order'
q33.5   'Ex parte order'
```

q32.5

```
q33.6   'Interim order'
q33.7   'Family Court order'
q33.8   'Other'
q34 ✓   'Applicant requested urgent action?'
q35 ✓   'Application classified urgent?'
q36.1   'MSSH'
q36.2   'Police'
q36.3 ✓ 'Psych/Counselling'
q36.4   'Other'
q36.5   'None'
q37 ✓   'Substance abuse in family?'
q~~37a~~   'Type of substance abuse in family'
q~~37b~~   'Substance(s) abused by:'
q38.1   'Allegations of sexual abuse?'
q38.2   'Allegations of physical abuse?'
q38.3   'Allegations of emotional abuse?'
q38a    'Sexual abuser'
q38b    'Physical abuser'
q38c    'Emotional abuser'
q39 ✓   'Representation by lawyers?'.

value labels
year 1 '75-76' 2 '80-81' 3 '85-86' 4 '90-91'/
q2 q14 1 'Female' 2 'Male'/
q4 q16 1 'English' 2 'French' 3 'Other'/
q5 q17 1 'Citizen' 2 'Landed immigrant' 3 'Other'/
q6 q18 13 'College/Technical' 14 'Some university'/
q8 q20 1 'Full-time' 2 'Part-time' 3 'Causual/Season' 4 'Unemployed'
5 'Student' 6 'Other'/
q10 q22 1 'FT employment' 2 'PT employment' 3 'UIC' 4 'WCB' 5 'Student'
6 'Social assistance' 7 'Pension' 8 'Other'/
q11 q23 1 'Alone & transient' 2 'Alone & stable' 3 'With relative'
4 'Relative & kids' 5 'With a friend' 6 'Friend & kids'
7 'Single parent' 8 'With spouse' 9 'Spouse & kids' 10 'New partner'
11 'New partner & kids' 12 'Transition house' 13 'Trans house & kids'
14 'Other'/
q25 1 'Married' 2 'Common law' 3 'Divorced' 4 'Separated' 5 'Other'/
q27 1 'Together' 2 'Apart'/
q30 q34 q35 q37 q38.1 to q38.3 1 'Yes' 2 'No'/
q30a 1 'Counselling' 2 'Agreement filed' 3 'Court litigation'
4 'Court order' 5 'Agreement-No CO'/
q30b 1 'Applicant' 2 'Respondent' 3 'Both'/
q32.1a to q32.6c 1 'Separation' 2 'Divorce' 3 'Child maintenance'
4 'Spouse maintenance' 5 'Custody' 6 'Access' 7 'Occ. family home'
8 'Matrimonial prop.' 9 'Restraining order' 10 'Threatening'
11 'Assault' 12 'Other court problem' 13 'No court problem'
14 'Parent-child problem'/
q37a 1 'Drugs' 2 'Alcohol' 3 'Both'/
q37b 1 'Mother' 2 'Father' 3 'Siblings' 4 'Other relative' 5 'Both parents'/
q38a to q38c 1 'Mother' 2 'Father' 3 'Sibling' 4 'Other' 5 'Both parents'/
q39 1 'Applicant only' 2 'Both' 3 'Neither' 4 'Respondent only'.

save outfile='\spssdata\cops\family.sys'.
```

APPENDIX D

Example of Conversion to Difficulty-to-Manage Indicators: Adult Custody

APPENDIX
D

```
title '1st Level Adult Cust. Revamped DTM Score - 16 Categories'.

 *  General comments: this algorithm creates 16 indicators
    generated by one or more related variable groupings. For
    example: the survey asked in one question about "History of
    Abuse"; in another: "Substance Abuse by Parent/Caregiver"; in
    another: "Criminal Involvement by Parent/Caregiver" These
    variables were combined to create one general indicator,
    "F3ACPA" (F3 Adult Custody Prior Abuse) that returns a value
    of "1" if one, any or all variables had a positive response.

 *  This design resulted from a desire to compensate for record-
    keeping variations over the years and between data-gatherers.
    The strength of this approach is that any indication of abuse,
    in this example, is weighted equally and can be viewed over
    the years. Many variables indicating similar results can
    therefore be included to ensure that the indicator is
    measured, while eliminating any concern of "double-counting".


get file='\spssdata\cops\ad_cust.sys'.
---------------------------
IF (Q7 LE 10) F1ACED1=1.
IF (NOT(Q7 LE 10)) F1ACED1=0.
IF (Q7 GE 11) F1ACED2=1.
IF (NOT(Q7 GE 11)) F1ACED2=0.

 * F1ACED1 (EDUCATION TO GRADE 10) receives a value of 1 when
   q7 (Education Level) shows Grade 10 or less completed. The
   variable F1ACED2(EDUCATION FROM GRADE 11 TO UNIVERSITY)
   receives a value of 1 when q7 shows Grade 11 to University
   completed.
---------------------------

COMPUTE TEMP1=Q8.
RECODE TEMP1 (3=1) (6=1) (8=1) (10=1) (ELSE=0).
IF ((TEMP1 EQ 1) OR (Q9 EQ 2)) F2ACIS=1.
IF (NOT((TEMP1 EQ 1) OR (Q9 EQ 2))) F2ACIS=0.

 * F2ACIS (NO INCOME SOURCE) receives a value of 1 when
   there is an indication in
   Q8 (Income Source) of UIC, Social Assistance, Proceeds of
   Crime, or None Apparent;
   or if Q9 shows no record of stable employment.
---------------------------
```

APPENDIX
D

RE [illegible]

```
IF ((Q12A + Q12B + Q12C + Q12E + Q13A + Q13B + Q13C GE 1) OR ~~(Q14
EQ 1) OR~~ (Q14 EQ 2) OR (Q15 EQ 1)) F3ACPA=1.
IF (NOT((Q12A + Q12B + Q12C + Q12E + Q13A + Q13B + Q13C GE 1) OR
~~(Q14 EQ 1) OR~~ (Q14 EQ 2) OR (Q15 EQ 1))) F3ACPA=0.

 * F3ACPA (PRIOR ABUSE) receives a value of 1 when
   there is an indication in Q12A-E of
    Physical, Sexual, Emotional, or Other Abuse;
   if Q13A-C told who the abuser was;
   if Q14 showed Substance Abuse by Parents;
   or if Q15 showed Criminal Involvement by the Family.
---------------------------

IF (Q16A + Q16B + Q16C + Q16D + Q16E + Q16F + Q16G GE 1) F4ACMH=1.
IF (NOT(Q16A + Q16B + Q16C + Q16D + Q16E + Q16F + Q16G GE 1))
F4ACMH=0.

 * F4ACMH (MENTAL HEALTH PROBLEM) receives a value of 1 when
   there is an indication in
   Q16A-G of Consulting Professional, Receiving Medication,
   Admission to Facility, Receipt of Medication, Admission to
   Facility, Suicide Attempt in Community, Suicide Attempt in
   Custody, Certified Insane, or Other Indication.
---------------------------

COMPUTE TEMP2=Q17.
RECODE TEMP2 (3=0).
IF ((Q18A EQ 1) OR (TEMP2 + Q18B GE 1) OR (Q18D EQ 1)) F5ACSA=1.
IF (NOT((Q18A EQ 1) OR (TEMP2 + Q18B GE 1) OR (Q18D EQ 1)))
F5ACSA=0.

 * F5ACSA (HISTORY OF SUBSTANCE ABUSE) receives a value of 1 when
   there is an indication
   in Q17 (Substance Abuse to Age 18) of Alcohol, Drugs, or Both;
   in Q18A (History of Substance Abuse) of Yes;
   in Q18B (History of Abuse of...) of Alcohol, Drugs, or Both;
   or in Q18D (History of Intravenous Use) of Yes.
---------------------------

IF ((Q21A + Q21B + Q21C + Q21D + Q21G + Q21H + Q21I GE 1)
   OR (Q22 EQ 1)) F6ACVC=1.
IF (NOT((Q21A + Q21B + Q21C + Q21D + Q21G + Q21H + Q21I GE 1)
   OR (Q22 EQ 1))) F6ACVC=0.

 * F6ACVC (VIOLENT CRIMES/CRIMES AGAINST PERSONS) receives a value
   of 1 when there is an indication
   in Q21A-D,G-I (Offence Involved...) of Death, Injury, Threats,
    use of Firearms, Knife, or Other;
   or in Q22 (Offence Against Person) of Yes.
---------------------------

 * F7 Probation Counselling.
---------------------------
```

```
IF (Q20A + Q20B + Q20C GE 1) F8ACDA=1.
IF (NOT(Q20A + Q20B + Q20C GE 1)) F8ACDA=0.

 * F8ACDA (DRUG/ALCOHOL RELATED OFFENCE) receives a value of 1 when
   there is an indication
   in Q20A (Offence Were Committed...) of Under the Influence
   of Alcohol/Drugs, to Obtain Alcohol or Drugs for Personal Use,
   or in Connection with Trafficking of Drugs.
----------------------------

IF ((Q24A EQ 1) OR (Q25 + Q26 GE 1)) F9ACCH1=1.
IF (NOT((Q24A EQ 1) OR (Q25 + Q26 GE 1))) F9ACCH1=0.

 * F9ACCH1 (JUVENILE CRIMINAL HISTORY) receives a value of 1 when
   there is an indication
   in Q24A (Record of Juvenile Convictions?) of Yes;
   in Q25 (Juvenile Offences Involve...) of Violence,
    Sexual Assault or Neither;
   or in Q26 (Age at 1st Juvenile Conviction) of any age.
----------------------------

IF ((Q29 + Q30 GE 1) OR (Q28A EQ 1)) F9ACCH2=1.
IF (NOT((Q29 + Q30 GE 1) OR (Q28A EQ 1))) F9ACCH2=0.

 * F9ACCH2(ADULT CRIMINAL HISTORY) receives a value of 1 when
   there is an indication
   in Q29 (Adult Offences Involve...) of Violence, Sexual Assault,
    Neither, or Both;
   in Q30 (Age at 1st Adult Conviction) of any age;
   or in Q28A (Record of Adult Conviction?) of Yes.
----------------------------

RECODE Q31 (99=0).
IF ((Q24A EQ 1) OR (Q25 + Q26 GE 1) OR (Q23A EQ 1) OR (Q23B + Q29
+ Q30 GE 1) OR (Q28A EQ 1) OR (Q31 + Q33A + Q33B + Q33C GE 1) OR
(Q32 EQ 1)) F9ACCH=1.
IF (NOT((Q24A EQ 1) OR (Q25 + Q26 GE 1) OR (Q23A EQ 1) OR (Q23B +
Q29 + Q30 GE 1) OR (Q28A EQ 1) OR (Q31 + Q33A + Q33B + Q33C GE 1)
OR (Q32 EQ 1))) F9ACCH=0.

 * F9ACCH(ANY CRIMINAL HISTORY) receives a value of 1 when
   there is an indication of juvenile or adult criminal history or,
   in Q31 (Total Previous Convictions) of any number;
   in Q33A (Previous Federal Time) of Yes;
   in Q33B (Previous Provincial Time) of Yes;
   in Q33C (Previous Juvenile Time) of Yes;
   or in Q32 (Previous Time Served) of Yes.
----------------------------
```

```
IF (Q34A + Q34B + Q34C + Q34D + Q34E + Q34F + Q34G + Q34H + Q34I
GE 1) F10ACIC=1.
IF (NOT(Q34A + Q34B + Q34C + Q34D + Q34E + Q34F + Q34G + Q34H +
Q34I GE 1) F10ACIC=0.
```

* **F10ACIC(INCIDENTS WHILE IN CUSTODY)** receives a value of 1 when
there is an indication
in Q34A (Property Damage) of Yes;
in Q34B (Injury to Person) of Yes;
in Q34C (Escape) of Yes;
in Q34D (Attempted Escape) of Yes;
in Q34E (Hostage Taking) of Yes;
in Q34F (Riot) of Yes;
in Q34G (Attempted Suicide) of Yes;
in Q34H (Contraband) of Yes;
or in Q34I (Other) of Yes.

```
IF (Q35A + Q35B + Q35C + Q35D + Q35E + Q35F + Q35G GE 1) F11ACMP=1.
IF (NOT(Q35A + Q35B + Q35C + Q35D + Q35E + Q35F + Q35G GE 1))
F11ACMP=0.
```

* **F11ACMP(MEDICAL/PSYCHIATRIC/SECURITY PROBLEMS IN CUSTODY)**
receives a value of 1 when there is an indication
in Q35A (Medical Treatment) of Yes;
in Q35B (Hospitalization) of Yes;
in Q35C (Therapeutic Counselling) of Yes;
in Q35D (Segregation) of Yes;
in Q35E (Transfer to Higher Security) of Yes;
in Q35F (Psych Hospitalization) of Yes;
or in Q35G (Other) of Yes.

```
IF (Q36A + Q36B GE 1) F12ACPC=1.
IF (NOT(Q36A + Q36B GE 1)) F12ACPC=0.
```

* **F12ACPC (PSYCH ASSESSMENT/COUNSELLING WHILE SERVING SENTENCE)**
receives a value of 1 when there is an indication
in Q36A (Psych Assessment) of Yes;
or in Q36B (Psych Counselling) of Yes.

```
IF (Q36C EQ 1) F13ACSC=1.
IF (NOT(Q36C EQ 1)) F13ACSC=0.
```

* **F13ACSC (SUBSTANCE ABUSE COUNSELLING WHILE SERVING SENTENCE)**
receives a value of 1 when there is an indication
in Q36C (Substance Abuse Counselling) of Yes.

```
IF (Q36E EQ 1) F14ACFV=1.
IF (NOT(Q36E EQ 1)) F14ACFV=0.

 * F14ACFV (FAMILY VIOLENCE COUNSELLING WHILE SERVING SENTENCE)
   receives a value of 1 when there is an indication
   in Q36E (Family Violence Counselling) of Yes.
---------------------------

IF (Q36F EQ 1) F15ACSO=1.
IF (NOT(Q36F EQ 1)) F15ACSO=0.

 * F15ACSO (SEX OFFENDER TREATMENT WHILE SERVING SENTENCE)
   receives a value of 1 when there is an indication
   in Q36F (Sex Offender TREATMENT) of Yes.
---------------------------

IF (Q36G EQ 1) F16ACEA=1.
IF (NOT(Q36G EQ 1)) F16ACEA=0.

 * F16ACEA (EDUCATIONAL ASSESSMENT WHILE SERVING SENTENCE)
   receives a value of 1 when there is an indication
   in Q36G (Educational Assessment) of Yes.
---------------------------

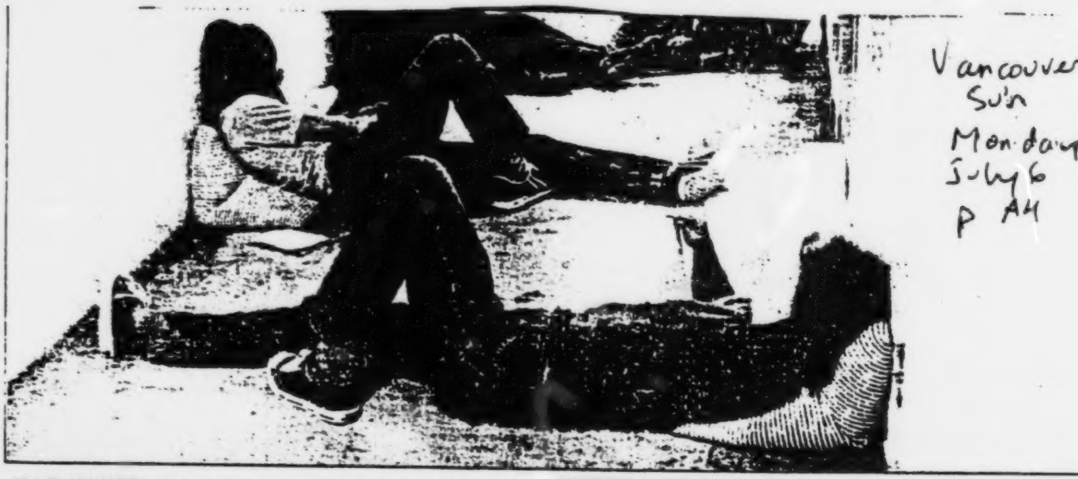
VAR LABELS
 F1ACED1 'Education - Grade 10 or Less'
 F1ACED2 'Education - Grade 11 to Univ.'
 F2ACIS  'No Regular Income Source'
 F3ACPA  'Prior Abuse'
 F4ACMH  'Mental Health Problem'
 F5ACSA  'History of Substance Abuse'
 F6ACVC  'Viol. Crime or Against Pers.'
 F8ACDA  'Drug/Alcohol Related Offence'
 F9ACCH1 'Juvenile Criminal History'
 F9ACCH2 'Adult Criminal History'
 F9ACCH  'Any Criminal History'
 F10ACIC 'Incidents in Custody'
 F11ACMP 'Medical/Psych/Security Probs.'
 F12ACPC 'Psych. Assessment/Counselling'
 F13ACSC 'Substance Abuse Counselling'
 F14ACFV 'Family Violence Counselling'
 F15ACSO 'Sex Offender Treatment'
 F16ACEA 'Educational Assessment'.

VALUE LABELS F3ACPA TO F16ACEA 0 'No Indication' 1 'Indication'
             /F1ACED1 TO F2ACIS 1 'Indication'.
save outfile g:\spssdata\[illegible]\newadcs1.[illegible]
```

APPENDIX E

Related Newspaper Articles

Vancouver Sun
Monday
July 6
P A4



IDLE HANDS see more youngsters turning to the street with a propensity for violence and anti-social behavior. Experts say the problem has no socio-economic boundaries, but needs urgent attention.

VIOLENCE

Dysfunctional kids becoming epidemic

ELIZABETH PAYNE
Ottawa Citizen

THEY MAY LOOK like the kids next door. In fact, they may be the kids next door. But to people in the front lines of mental health and the justice system, the kids are part of a new and disturbing breed.

Some call them the disenfranchised. Others call them troubled. But most agree violence and behavior disorders among children and youths of all backgrounds have reached epidemic proportions.

It's an epidemic that has gone largely unnoticed by governments, the front-line workers say, and will represent huge costs to society for years to come if something isn't done right away.

The costs are already high. One Ottawa lawyer working with young offenders says his clients alone have done millions of dollars worth of damage to property in the past year. And Ottawa police have recently reorganized their youth crime division, more than doubling the number of officers.

Dr. Dan Offord, a Hamilton child psychiatrist who has conducted mental health studies of Ontario children, says police, courts and schools are seeing the results of a mental health epidemic of a kind never before seen in Canada.

He says up to six per cent of children in Ontario suffer from clinical levels of what he calls anti-social behavior disorder. It's a serious mental disorder, he says, whose symptoms include agressiveness, violence and lack of convention to social norms.

The children are likely to be responsible for disruption at home and school, and eventually vandalism, assaults and more serious crimes. A larger than average number of them will die before they reach adulthood; those that don't have a 40-per-cent chance of continuing to have serious problems as adults.

Offord wants the Ontario government to introduce universal programs, through a number of ministries, to identify and treat children with behavior disorders while they are young. He sees anti-social behavior as the leading mental health problem in Canada today.

"There is a contagious aspect to it, like measles," he said in an interview during a conference on violence which drew international experts to Midland, Ont., this week. "If it was a physical ailment, people would say this is an epidemic."

Many teachers, parents and police recognize the symptoms.

Toronto psychiatrist Dr. Harvey Armstrong works with parents of what he calls "anti-social, rebellious and troubled" youths, says children and youths from all backgrounds are affected.

"You may see them at home and they may seem well-behaved, but if you catch them breaking in to your car to steal your radio, they might kill you."

> *If it was a physical ailment, people would say this is an epidemic.*
>
> DAN OFFORD
>
> ”

Lawyer Carey MacLellan, who represents young offenders, says the amount of crime committed in Ottawa by teenagers between 12 and 18 is "astounding."

And what is more remarkable, MacLellan says, is the detached attitude many of the teenagers have to the increasingly sophisticated and violent crimes they are committing. He describes many of them as disenfranchised.

"They are almost detached from society, they don't have a connection. They just do these things, they don't care if there are repercussions."

Ottawa courts, in recent months, have dealt with teenagers such as a 16-year-old who stole 10 cars in one day and drove them to Montreal to sell, a 14-year-old girl who rammed a police car during a high-speed chase, a 12-year-old boy who attacked his teacher with a letter opener, and a youth who raped a 12-year-old boy and tried to kill him.

"The swarmings and the gang violence is just the tip of the iceberg," MacLellan says. "What these kids are doing alone is just remarkable."

The factors leading to what many call widespread behavior disorders are numerous. MacLellan says many of his clients report being physically or sexually abused at home.

Offord agrees the problems often begin at home. Many of the children suffering from the disorder experience family violence and are neglected at home, cared for by a string of people, and don't form a strong bond with a parent.

SouthamStar Network

Mentally ill shown the door — to the street

Per capita, our homeless match New York's, LA's as 'de-institutionalized' find there's no place to go

By Denise Helm
Times-Colonist staff

Fifth of a series

DAN'S RED-rimmed eyes widen with hope.

In his eagerness to get to the pay phone, he almost knocks over his cup of coffee.

But he is soon back at the table, angrily kicking his chair out of the way.

"It's gone. Hell. It's the same bloody thing every time."

The chance to get an affordable, decent apartment evaporated within the time he heard about the vacancy until he made the call. As one of Canada's mentally ill, Dan faces one of the greatest barriers to a stable life — affordable housing.

The 1960s' philosophy of de-institutionalization sounded great in principle. Move people from asylums back into the community.

But in many cases, the community is not ready for the responsibility. Dan, a logger in his mid-30s who suffers from manic depression, didn't sleep much the previous night. He's stuck in a downtown hotel where the sour stench rivals the filth as the most depressing feature.

"Sometimes it seems just like a bloody dream," Dan said, of having a private, personalized space.

With a vacancy rate of less than one per cent, Victoria has little to offer those with few dollars.

"They get squeezed out at the bottom all the time," said Trudy Norman, an outreach worker with Cool-Aid Society, which operates a street shelter.

Most mentally ill people are on welfare — $640 a month for a single person in Victoria. Of that, $325 is supposed to go to rent but the average cost for a one-bedroom apartment here is $520.

The rates vary, but the story is similar in a number of Canadian cities.

Dan and others have few alternatives.

"The only options left are to share, in order to get a reasonable place, or they get into the cheap, seedy hotels and rooms," said Norman. "Those are the only ones who want to rent to our clients and they charge exactly what the welfare rate is."

There are 195 subsidized housing spaces for the mentally ill in Victoria, including group homes, room-and-board houses and apartments.

"We have over 300 [people] on our waiting list," said Gail Simpson, executive director of Capital Mental Health Association, which oversees 120 units.

"No one hardly ever moves out. We've have had no new units approved for almost three years."

Without decent housing, rehabilitation becomes a slippery prospect.

"How can you be thinking about getting better or stop listening to voices or getting job training if you're terrified about where you're going to spend the night?" asked Simpson.

Scarce housing means an inevitable spillover into the streets. People gravitate to the urban centre because of the low-cost accommodation, anonymity and tolerance associated with downtown communities.

The Streetlink Emergency Shelter's 44 beds for men and 11 for women are full most nights.

From July 1991 to January 1992,

DISLODGED/A12

Today's jails replacing yesterday's mental institutio

DISLODGED/from A1

1,000 different people stayed at the shelter. Five years ago, it was estimated there were 250 homeless in Victoria.

"Victoria has a homeless population that's on a per capita basis the same as Los Angeles and New York," said Norman, contrasting the city with its garden-pretty reputation.

Streetlink estimates up to 70 per cent of the people at the shelter are mentally ill.

Across Canada, it is estimated that 250,000 individuals stayed in shelters in 1988.

For most communities, the downsizing of institutions has not meant a flood of patients discharged onto the streets.

Rather, it means fewer people who need intensive care can be referred to the facility.

Instead they end up in a well-trodden cycle between the local hospital, emergency shelters and prison. Police often become the first line of mental health care.

"Today's jails are rapidly becoming the mental institutions of yesterday," said Derek Eaves, executive director of the Forensic Psychiatric Services Commission.

Pushed to the sides of society and caught in a web of poverty, the mentally ill face a higher risk of drug and alcohol abuse and assault.

Police are called because the people are disruptive or noisy. And although the offence is usually minor, the police face a dilemma.

"Whenever police pick up mentally disordered people and there's no facilities to take them to, they tend to end up in jails," said Eaves.

"There are 3½ times more mentally ill people in jails than in the general population and few programs and resources to help them.

Often they're not prepared to return to the community. With no housing and little money or community support, they are often quickly back in jail."

Government ministries and agencies must work together rather than acting in isolation as the person migrates from one system to another, said Eaves.

A joint-ministry project aimed at people with multiple disorders is being tried in Vancouver's downtown east side.

The "aggressive" [illegible] program aims to reduce the [illegible] of rehospitalizations and jailings.

"We need different ministries to pitch in to give up territoriality of care and provide care more geared to the needs of the individual," said Eaves.

"We have to be respectful of the mandates of different ministries but be able to pool resources to deal with problems in an innovative way."

CRITICAL CARE
Healing Canada's Health Plan

Spending on mental health as a percentage of total health spending ranges from 5.58 per cent in Saskatchewan to 15.63 per cent in Manitoba. Most provinces spend from 6.5 to 7.5 per cent. Ontario and Quebec spend about 9.1 per cent and Prince Edward Island spends 13.22 per cent.

Nancy MacMillan of the Canadian Mental Health Association said that's not enough.

"The general rule of thumb is 60 per cent of all physician visits are because of mental health problems. All you have to do is a little math and you can see mental health is underfunded. It's way down the totem pole," said MacMillan, CMHA's national communications co-ordinator.

At the same time, money spent on community programs can stretch a dollar farther than the costs of an acute-care hospital bed.

"A lot of times people are admitted to hospital at $350 a day because they have no other place to stay," said Simpson. The person could be kept in the community with a $200-a-month rent subsidy, she said.

"We recognize there isn't an indefinite amount of money . . . but we believe if there is an evaluation of present services, they can make cost-effective choices," said Simpson.

The lack of funding and low priority of mental health on governments' agendas is partly due to the stigma still attached to mental illness.

Groups like CMHA work to educate the public and lobby government.

"We're trying to activate the political will. It's there with the senior bureaucrats but because mental health is seen by some to be scary, it's hard to develop strong grassroots support," said MacMillan.

Paul Sharron, director of adult and acute care for Mental Health Services, admits there has been a gap between policy and practice.

A wide-reaching consultation by B.C.'s then Social Credit government in the mid-1980s culminated in a strategy called the Mental Health Initiative, which has languished on a shelf since its announcement in 1990.

The newly-elected New Democrat government in British Columbia has revitalized the initiative, adding $32 million in the 1992-93 budget for mental health services, up from last year's $198 million.

In addition, mental health staffing will increase by 243 new positions from the current 550.

"There's no question this is a big kick-start," said Sharron. "It's a difference in philosophy, I think. There's a real emphasis here on communitization of services. The new minister has a commitment to de-institutionalization but also a commitment to community services being in place."

Provincial health ministers, trying to control the spiral of health-care costs, are looking at the most effective ways to use their health-care dollars. Various organizations across Canada have been repeatedly stressing that community support services are cost effective. And, say health officials, more politicians are listening now, particularly in B.C. and Manitoba.

MAPLE RIDGE

Vancouver Sun p. B5

Prison peace declared after Mounties move in during job dispute

MARY LYNN YOUNG
Sun Crime Reporter

Corrections officials and prison guards reached an agreement late Monday to end an unauthorized "lockdown" at the Fraser Region Correctional Centre in Maple Ridge that resulted in RCMP officers moving into the prison.

The RCMP sent 22 Mounties into the provincial jail after guards refused to do non-essential services to protest against unsafe working conditions.

That work included refusing to let prisoners out of their cells, which prison officials call a lockdown.

Maple Ridge RCMP Sgt. Lloyd Plante said the 239 inmates were under control during the dispute.

He said the officers involved were off-duty members from Maple Ridge, Langley, White Rock and the Deas Island Freeway patrol.

Ken McKeen, regional director of corrections for the Fraser Region, said the RCMP officers and 13 non-union employees took over the jobs of guards who refused to return to normal work.

But B.C. Government Employees Union spokesman Soren Bech denied that RCMP officers did any of the work normally done by BCGEU members and were there only to provide security.

And he said the dispute ended at 6:30 p.m. Monday when the two sides agreed to form a committee to make recommendations on safety and security measures at all institutions.

Earlier Monday, however, a number of guards who refused to let prisoners out of their cells were suspended and asked to leave the institution.

The difficulties started Sunday morning when a lone officer was attacked by a group of inmates in a prison living area.

All prisoners in the institution remained in their cells from that time until the dispute was settled.

Bech said the deal was that prisoners in low-security areas would be allowed out first and the situation assessed after that.

Inmates are usually allowed out of their cells for most of the day, except during meal times for the guards and for a brief time in the mid-morning and mid-afternoon.

The injured guard, whose name hasn't been released, received a mild concussion as well as cuts and bruises.

According to a guard who refused to give his name — citing the oath guards taken when they hire on — this is the sixth assault in the last month at the jail.

He blamed the fact that guards work alone in living areas that contain up to 20 prisoners, saying these conditions are unsafe and that two guards should be assigned to a living area.

But McKeen said assigning two guards is not possible.

"We believe that, under normal circumstances, one staff member is all that is necessary," he said.

The Fraser Region Correctional Centre is one of seven secure provincial institutions in the province and has about 24 guards on shift at any one time.

Inmates at the jail are serving sentences of less than two years.

A10 TIMES-COLONIST Saturday, August 8, 1992

Jail cells reopened after guards' safety dispute

The Canadian Press

VANCOUVER — A seven-hour lockdown at three Vancouver-area jails ended Thursday when the Workers' Compensation Board ruled working conditions were safe.

Prisoners were left locked in their cells at Fraser Regional Correctional Centre, Burnaby Correctional Center for Women and Surrey Pre-Trial Services Centre in a dispute over safety.

Guards said a ratio of one guard for every 20 prisoners put them at risk.

"I had a confrontation which was very dangerous," said one Surrey guard. "We had an emergency pad switch which I had to pull . . . I was completely surrounded."

That incident ended peacefully.

"All we want is two men to a unit," he said. "The federal system has it."

But Fraser regional director Ken McKeen said the problem is over.

"It's been resolved," he said. "The WCB has ruled the FRCC [as well as the other two prisons] is not an unsafe place to work."

It was the second lockdown at the Fraser regional jail in a month. Guards had a 36 hour July lockdown after prisoners attacked an unarmed guard.

McKeen said the guards later "agreed normal staffing levels will prevail in each living unit."

But Carol Adams, a B.C. Government Employees Union representative, said guard safety is a longstanding issue.

"The guard is in isolation with 20 inmates," she said.

NOTES

1. Includes escaping lawful custody, rape, attempted rape, sex with an underage female, sex with the feeble-minded, indecent assault, murder, attempted murder, manslaughter, harm with intent to wound, assault with intent to wound, kidnapping, robbery, extortion, making counterfeit money, all drug importing or trafficking, conspiracy, breach of national parole, buggery, incest and gross indecency.
2. See articles in Appendix E.
3. It should be noted that these figures are up to 90/91 only. Recent figures show an increase in unemployment and welfare and a corresponding increase in offender population.
4. This figure is a average of the first eight months of 1991.
5. A "hard core" juvenile delinquent was identified as a juvenile who had committed a serious crime, had a lengthy juvenile record, was in need of psychiatric or other specialized treatment, or who had been placed in the range of available community-based programs and could not be dealt with in those settings.
6. This trend is especially noticeable with credit card frauds.
7. This category includes prostitution, gaming and betting, possession of offensive weapons as well as arson, bail violations, disturbing the peace, and mischief and property damage. It excludes traffic offences.
8. Persons charged counts the number of people for whom the police have filed a report to Crown Counsel alleging responsibility for an offence.

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